



False Pass Tribal Council

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Environmental Protection Agency

Region 10 Administrator Chris Hladick

Park Place Building
1200 6th Avenue
Seattle, WA 98101

Cc: Senator Lisa Murkowski
Senator Dan Sullivan
Representative Don Young

RECEIVED ON:

AUG 18 2020

EPA Region 10
Office of the Regional Administrator

Re: Native Village of False Pass letter to EPA in support of veto of Pebble Mine 404 permit

Dear Administrator Hladick;

As a tribe connected closely to Bristol Bay by our bodies of water, the Native Village of False Pass writes with great concern for the inadequate environmental analysis of the Pebble Mine by the U.S. Army Corps of Engineers. Pebble's plan to build a mine at the headwaters of Bristol Bay will absolutely have irreversible and devastating impacts to the pristine waters that support the world's greatest wild salmon runs and all they sustain. The EPA must step in and stop this toxic project.

Under their current plan, which is a small portion of the entire deposit, the Pebble mine would result in the direct loss of more than 2,000 acres of wetlands and 107 miles of streams in the Bristol Bay Watershed. Dewatering, fragmentation, perpetual storage of toxic waste – among many other destructive impacts – will drastically harm these essential waters and lands. Additionally, Pebble's plans for mitigating these impacts are inadequate, untested, and incomplete.

Throughout the NEPA permitting process, the Army Corps of Engineers failed in its responsibility to thoroughly study and review the cumulative impacts of the proposed Pebble mine on Bristol Bay's waters. The Corps' environmental review is missing critical data and fails to include a complete assessment of the existing aquatic resources at the mine site and along the transportation corridor. The Army Corps also failed to thoroughly investigate the project's direct and indirect environmental, socioeconomic, and cultural impacts to the region. The agency has blatantly ignored significant criticisms from the EPA, U.S. Fish and Wildlife Service, State of Alaska, and other state, federal, and tribal cooperating agencies, and has disregarded public input and concerns throughout the process. The Corps even ignored Congress' directive to perform a more thorough analysis of the permit application, and instead chose to push this toxic project forward despite scientific evidence condemning its development.

As the governing body of the Native Village of False Pass, the False Pass Tribal Council wholeheartedly supports Bristol Bay tribes in their efforts to protect our watershed's environmental health that has sustained their indigenous way of life, their livelihoods, and their communities sustainability since time immemorial. It is the responsibility of the Environmental Protection Agency to protect the Bristol Bay watershed from the unacceptable adverse effects that the Pebble Project will have on the water, fisheries, wildlife, and cultures. The impacts are clear. Pebble is too risky for Bristol Bay. EPA not only has the authority but more importantly the responsibility to stop this project from being permitted.

Bristol Bay Tribes first petitioned the EPA to prohibit mines like Pebble in the region more than a decade ago, and in the years that have passed, the science, history, and facts prove how detrimental this project would be to the Bristol Bay region. A politically motivated permitting process should not determine the future for Bristol Bay's people, salmon, and way of life. It is time to use your authority under the Clean Water Act Section 4040(c).

Please help us. Please veto Pebble's permit and protect Bristol Bay.

Thank you so much.

Respectfully,



Jana Kennedy

Tribal Administrator

False Pass Tribal Council

Matt Leopold, General Counsel

phone: 202-564-8040

Email: leopold.matt@epa.gov

Mailing Address:

Environmental Protection Agency

Office of General Counsel 2310A

1200 Pennsylvania Avenue, N.W.

Washington, DC 20460

**Chris Hladick, Regional Administrator for the
Pacific Northwest and Alaska Region**

Phone: 800-424-4372 or 206-553-1234

Email: hladick.christopher@epa.gov

Mailing Address:

U.S. EPA, Region 10

1200 Sixth Avenue, Suite 155

Seattle, WA 98101

RECEIVED ON:

AUG 18 2020

EPA Region 10

Office of the Regional Administrator

August 11, 2020

Re: Please deny the permit for the proposed Pebble Mine in Bristol Bay

I am writing today to advocate for the preservation of Bristol Bay, Alaska, the largest and most important salmon region on earth. It is urgent that we ask the EPA to veto the permit to develop the Pebble Mine in the Bristol Bay watershed and thereby uphold its *"core mission of protecting human health and the environment... committed to providing clean and safe air, water, and land for all Americans."*

Often called one of the world's great migrations, all five Eastern Pacific salmon species make the journey to spawn in the Bristol Bay's freshwater tributaries. Fed by five major rivers, the watershed supports a deeply complex ecosystem as well as a \$280m annual commercial and sport fishing industry that employs 14,000 people. In addition, many indigenous tribes harvest fish in order to maintain a traditional subsistence-based lifestyle.

As part of the permitting process to allow development of the Pebble Mine in Bristol Bay, The US Army Corps of Engineers completed its Final Environmental Impact Statement (FEIS) in July 2020. It found that the proposed 20-year mine plan (as opposed to the 75-year plan previously proposed) would threaten and permanently impact over 2,300 acres of wetlands and 105 miles of streams; however, it concluded that the cumulative effects on commercial and recreational fisheries would be "minor to moderate." This conclusion is simply not a credible scientific assessment of the true risk that the Pebble Mine poses to the Bristol Bay region and its world class fishery. The FEIS disregards years of EPA led peer-reviewed science and accumulated knowledge that the EPA already determined in 2014 posed "unacceptable" impacts to the region. In spite of the evidence reported in the FEIS, the US Army Corps of Engineers is taking steps to issue a permit to go forward with the development of the mine.

The EPA has the authority to approve, but also to veto this permit. When Congress passed the Clean Water Act, it created the 404(c) provision to protect outstanding natural resources like Bristol Bay. **There has never been a more important time to ask the EPA to use its power to veto the permit for development of the Pebble Mine with a 404(c) veto.**

Please join me and many thousands of Americans, including 62% of Alaskans, other non-profits, indigenous people, and commercial and sports fishermen, in protecting this national treasure.

Sincerely,

Karen Hole

We must stop this project in its current form. Please veto the permit.

RECEIVED ON:

Office of the Regional Administrator
EPA Region 10

Turnover
We must stop this project in its
entirety. Please stop the project.

Instructions

When EPA hosts a meeting, designate a note taker. After the meeting, the note taker should copy and paste the template into this running word document and fill out the relevant information. The note taker should then notify other EPA attendees so that they can verify that the meeting notes are accurate.

Template for Meeting Notes

TITLE
Topic:
Meeting Date:
Location:
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none">•
Did EPA decide which third parties would attend?: Yes/No/Explain
List of EPA Attendees: <ul style="list-style-type: none">•
Agenda:
Did EPA/Third Party Set the Agenda?:
Did EPA/Third Party Run the Meeting:
Notes from Discussion (including individual advice/feedback provided to Agency): <i>*This section is intended to compile individual input received from meeting attendees. It does not reflect group advice.</i>
Next Steps/Follow-up Discussed:

Topic: Pebble mine permit
Meeting date: September 18, 2019
Who requested the meeting?: Bristol Bay Native Corporation
Location: EPA Headquarters, Office of General Counsel
List of outside individuals or organizations that attended (including affiliation): <ul style="list-style-type: none">• The Board of the BBNC and their members, including Jason Metrokin (President and CEO), Peter Andrew (Board Director) and Daniel Cheyette (Vice President)
Did EPA decide which Individuals or organizations would attend?: No
List of EPA attendees: <ul style="list-style-type: none">• Matt Leopold, General Counsel• David Fotouhi, Principal Deputy GC• Steven Neugeboren, Associate GC• Carrie Wehling, Assistant GC
Was there an agenda: No
Did EPA/outside individuals or organizations set the agenda? N/A

Did EPA/outside individuals or organizations run the meeting? BBNC members expressed their views.
Summary of topics discussed (including individual advice/feedback provided to Agency): <ul style="list-style-type: none"> BBNC members expressed their frustration with EPA's withdrawal of the proposed determination. They expressed concern about the Corps' permit application and the rushed process for review and consideration. They believe that the permit application is weak and that both EPA and the Corps are communicating poorly and failing to listen to their concerns. They emphasized the need for EPA to fulfill its important mission, that includes protecting their fisheries. They indicated that they are expecting EPA to issue a 3(b) letter under the 404(q) Memorandum of Agreement with the Corps.
Were next steps/follow-up discussed? No
Were materials provided? No

Meeting with Daniel Cheyette – Bristol Bay Native Corporation
Topic: BBNC shares concerns regarding deficiencies in Pebble Draft EIS
Meeting date: June 26, 2019
Who requested the meeting?: Daniel Cheyette, BBNC
Location: EPA HQ
List of outside individuals or organizations that attended (including affiliation): <ul style="list-style-type: none"> Daniel Cheyette, Bristol Bay Native Corporation; Matt Schweisberg, Wetlands Strategies and Solutions; Sarah O'Neal, Agua Dulce Freshwater Consulting; Cameron Wobus, Lynker Technologies; Chip Smith, Chip Smith Consulting Services; Peter Van Tuyn, Besseney & Van Tuyn; Kevin Sweeney, Six-7 Strategies; McKie Campbell, BlueWater Strategies; and Matt Gall, Strategies 360.
Did EPA decide which Individuals or organizations would attend?: No
List of EPA attendees: <ul style="list-style-type: none"> John Goodin, OWOW Palmer Hough, OWOW
Was there an agenda: No
Did EPA/outside individuals or organizations set the agenda? Outside organizations presented information and EPA listened
Did EPA/outside individuals or organizations run the meeting? Outside organizations ran the meeting
Summary of topics discussed (including individual advice/feedback provided to Agency):

<ul style="list-style-type: none"> • Cheyette opened the meeting and indicated that he had brought in specialists who were going to highlight deficiencies in various portions of the Corps' Draft EIS for the Pebble Project • Speakers followed a powerpoint presentation handout (see attached) that discussed deficiencies in the DEIS including: <ol style="list-style-type: none"> 1. Failure to satisfy regulatory requirements (e.g., NEPA, CWA, Corps Public Interest Review) 2. Failure to adequately evaluate potential impacts to fish, including loss of important fish habitat and potential impacts to fish from contaminants 3. Failure to adequately evaluate surface water and groundwater impacts, including inadequacies in the DEIS' water balance 4. Inadequacies in the tailings dam design (e.g., it lacks detail necessary to evaluate its effectiveness) 5. Inadequacies in the tailings dam failure scenario evaluated in the DEIS (e.g., it is not realistic b/c it is 10,000 times too small a scenario for a mine of this size) 6. Failure to adequately evaluate impacts to wetlands, streams and other aquatic resources 7. Failure to provide adequate information to support meaningful public comment • Cheyette also noted that BBNC controls the surface and subsurface rights to numerous parcels of land along all of the transportation corridors evaluated in the DEIS and has indicated that it will not grant Pebble access to these properties. Without this access, Cheyette stated that Pebble has no viable transportation corridors and he is concerned that the Corps is ignoring this constraint. (see attached map) • After the presentation, the organizations noted that for the past several weeks, Northern Dynasty Minerals and the Pebble Limited Partnership have been telling investors that the EPA would be announcing a decision soon that would be very favorable to NDM and PLP.
Were next steps/follow-up discussed? No next steps or follow-up were identified
Were materials provided? Yes, see attached materials. Materials were provided by BBNC, see attached files (three).

Region 10 RA Meeting with United Tribes of Bristol Bay
Topic: Pebble's 404 Permit Application
Meeting Date: January 24, 2018
Location: Region 10 (Seattle, WA)
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none"> • Alannah Hurley (UTBB) • Lindsay Leyland (UTBB) • Robert Heyano (UTBB) • Matt Newman (NARF) (counsel for UTBB) • Rob Rosenfeld (NARF) (consultant for UTBB)
Did EPA decide which third parties would attend?: No – meeting at request of UTBB
List of EPA Attendees: <ul style="list-style-type: none"> • Chris Hladick (R10 Regional Administrator) • David Allnutt (Director, Office of Environmental Review and Assessment) • Tami Fordham (Deputy Director, Alaska Operations Office) • Patty McGrath (Mining Advisor) • Ashley Palomaki (Assistant Regional Counsel)
Agenda: None
Did EPA/Third Party Set the Agenda?: N/A
Did EPA/Third Party Run the Meeting: Meeting was an opportunity for UTBB to meet Chris Hladick and request an MOA with EPA R10. At the beginning of the meeting, Chris let UTBB have the floor.
Notes from Discussion (including individual advice/feedback provided to Agency): <ul style="list-style-type: none"> • Alannah conveyed background information on UTBB's organization and structure • UTBB requested an MOA with EPA that included points of contact and frequency of contact. UTBB had an example MOA for the Chuitna coal mine to share with EPA. <ul style="list-style-type: none"> ◦ EPA responded that it's too early to decide whether an MOA would be helpful. • UTBB said its member tribes will decide individually if they want to be cooperating agencies. Many tribes may not have the resources to cooperate but will want to be informed about the EIS process. • EPA explained how the tribes can participate in the Corps' process and stay informed, including by participating as a cooperating agency, and by getting training on mining through the national mining tribal workgroup. EPA also discussed the possibility of conducting training about the impacts of mining and regulatory authorities, which it has done in the past in the watershed. EPA also mentioned IGAP funds. • UTBB has not met with the Corps but wants to this spring.
Next Steps/Follow-up Discussed: None

Region 10 404/NEPA Team Meeting with United Tribes of Bristol Bay
Topic: Pebble's 404 Permit Application
Meeting Date: January 24, 2018
Location: Region 10 (Seattle, WA)
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none"> • Alannah Hurley (UTBB) • Lindsay Leyland (UTBB) • Robert Heyano (UTBB)

<ul style="list-style-type: none"> • Matt Newman (NARF) (counsel for UTBB) • Rob Rosenfeld (NARF) (consultant for UTBB)
Did EPA decide which third parties would attend?: No – meeting at request of UTBB
List of EPA Attendees: <ul style="list-style-type: none"> • Patty McGrath (Mining Advisor) • Ashley Palomaki (Assistant Regional Counsel) • Molly Vaughn (NEPA Reviewer) • Chris Eckley (Mining Geochemist) • Cindi Godsey (Environmental Engineer) • Jerrold McAlpine (Physical Scientist) • Karl Pepple (Environmental Protection Scientist)
Agenda: None
Did EPA/Third Party Set the Agenda?: N/A
Did EPA/Third Party Run the Meeting: N/A
Notes from Discussion (including individual advice/feedback provided to Agency): <ul style="list-style-type: none"> • UTBB introduced themselves and explained their organization • Each EPA employee introduced themselves and explained their role • EPA answered basic questions about the permitting process and the permits that would be required (both state and federal)
Next Steps/Follow-up Discussed: None

Region 10 RA Meeting with the Pebble Limited Partnership
Topic: Pebble's 404 Permit Application
Meeting Date: February 8, 2018
Location: Region 10 (Seattle, WA)
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none"> • John Iani (Perkins Coie LLP) (Attorney for Pebble Limited Partnership) • John Shively (Pebble Limited Partnership) • James Fuego (Pebble Limited Partnership)
Did EPA decide which third parties would attend?: No – meeting at request of Pebble
List of EPA Attendees: <ul style="list-style-type: none"> • Chris Hladick (R10 Regional Administrator) • David Allnutt (Director, Office of Environmental Review and Assessment) • Patty McGrath (Mining Advisor) • Ashley Palomaki (Assistant Regional Counsel)
Agenda: None
Did EPA/Third Party Set the Agenda?: N/A
Did EPA/Third Party Run the Meeting: Meeting was an opportunity for Pebble to meet Chris Hladick and present their mine plan to him. At the beginning of the meeting, Chris let Pebble have the floor.
Notes from Discussion (including individual advice/feedback provided to Agency): <ul style="list-style-type: none"> • John Iani conveyed: <ul style="list-style-type: none"> ○ 404c veto was not necessary/wise ○ As a result of veto, facts are immaterial (people are either for/against Pebble) • John Shively conveyed: <ul style="list-style-type: none"> ○ Disappointment about PD decision

<ul style="list-style-type: none"> ○ Prior administration was anti-mining and BBWA is not good science ○ Pebble can't devastate the fishery – the project is the size of a large airport and the watershed is the size of Ohio. Shively wants to bring common sense to the debate ○ Pebble provides an opportunity for employment ● James Fuego provided an overview of the mine proposal via a printed powerpoint slide show ● Regarding the EIS process, EPA and Pebble discussed <ul style="list-style-type: none"> ○ Whether the mine is economical <ul style="list-style-type: none"> ▪ Pebble believes it is now ○ EPA conveyed that a water management plan is critical ○ Pebble supports the EIS looking at a bigger project because the deposit is larger <ul style="list-style-type: none"> ▪ Project is 1.1 billion tons (total deposit is 10-12 billion tons) ○ Pebble conveyed that they don't control the timing of the EIS and that they may only get to check chapter two for accuracy ○ Pebble is unsure whether the mine meets the proposed 404(c) restrictions
Next Steps/Follow-up Discussed: None

EPA Deputy AAOW Meeting with Bristol Bay Native Corporation
Topic: EPA's decision not to withdraw PD and Pebble's 404 Permit Application/Corps NEPA process
Meeting Date: April 18, 2018
Location: EPA HQ (Washington, DC)
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none"> ● Joseph Chythlook, Bristol Bay Native Corporation, Chairman of the Board ● Dorothy Larson, Bristol Bay Native Corporation, Vice-Chair of the Board ● Russell Nelson, Bristol Bay Native Corporation, Board Member ● Peter Andrew, Bristol Bay Native Corporation, Board Member ● Jason Metrokin, Bristol Bay Native Corporation, CEO ● Daniel Cheyette, Bristol Bay Native Corporation VP Lands ● Mat Jackson, Grunden's General Manager ● Kristine Lynch, Pacific Seafood Processors Association VP ● Peter Van Tyne, Bristol Bay Native Corporation, Counsel
Did EPA decide which third parties would attend?: No – meeting at request of BBNC
List of EPA Attendees: <ul style="list-style-type: none"> ● Lee Forsgren (Deputy AAOW) ● Brian Frazer (Chief, Oceans, Wetlands and Communities Division) ● Russell Kaiser (Chief, Freshwater and Marine Regulatory Branch (FMRB)) ● Palmer Hough (Environmental Scientist, FMRB)
Agenda: None
Did EPA/Third Party Set the Agenda?: N/A
Did EPA/Third Party Run the Meeting: Meeting was an opportunity for BBNC to thank EPA for its decision not to withdraw the 2014 PD and to express concerns it has with Corps' NEPA process for Pebble 404 permit application. At the beginning of the meeting, Lee let BBNC have the floor.
Notes from Discussion (including individual advice/feedback provided to Agency): <ul style="list-style-type: none"> ● Dan thanked Lee and EPA for coming to Bristol Bay in October 2017 for the public hearings, for listening to what BBNC and other stakeholders had to say about the 2014 PD, and for EPA's January 2018 decision not to withdraw the 2014 PD.

- Lee indicated that, at some time in the future, EPA would be taking more public comment on what effect Pebble's new permit application could have on the 2014 PD but that it would be premature to do so before more information and analysis regarding the potential impacts of Pebble's new mine become available.
- Dan, Jason and other BBNC reps expressed concerns they have with the Corps' NEPA process for Pebble's permit application including:
 - Corps' "rushed" process, they noted that the EIS process for Donlin Mine had 105-day scoping period, numerous scoping meetings with opportunity for public to speak openly, and adequate outreach and translation services for meetings. Compared to Pebble's initial 30-day scoping period, fewer scoping meetings with limited opportunity for public to speak openly, and inadequate outreach and translation services.
 - They noted that it took huge push-back from congressional delegation, governor, etc to get Corps to extend scoping period for Pebble to 90 days.
 - They expressed concerns that cooperating agencies have been given a limited role by Corps in EIS process.
 - They expressed concerns that the Corps' timelines for the Pebble EIS are unrealistic.
 - They expressed concerns that Corps' scoping meetings were run more like a PR opportunity for Pebble, since Corps showed Pebble's promo video and then limited public's ability to comment openly at many of the meetings.
 - They expressed concerns that Pebble's permit application lacked key elements necessary to facilitate adequate scoping including: a draft water management plan, draft compensatory mitigation plan, and preliminary assessment of the economic feasibility of the proposed mine project.
 - They noted that public perception is the Corps is trying to "fast-track" review of Pebble and cut corners in its review.
- Dan/Jason noted that they had shared these concerns with Ryan Fisher, Deputy ASA-CW, when they met with him earlier in the day.

Next Steps/Follow-up Discussed: None

Region 10 Regional Administrator meeting with Pebble Limited Partnership CEO
Topic: Requested by PLP as a "courtesy visit with the RA"
Meeting Date: June 7, 2018
Location: Regional Office; RA's conference room (Seattle, WA)
List of Third Party Attendees (including affiliation): <ul style="list-style-type: none"> • Tom Collier (CEO, PLP)
Did EPA decide which third parties would attend?: No; meeting was at request of Tom Collier
List of EPA Attendees: <ul style="list-style-type: none"> • Chris Hladick (Regional Administrator) • David Allnutt (Director, OERA)
Agenda: none
Did EPA/Third Party Set the Agenda?: n/a
Did EPA/Third Party Run the Meeting: meeting was held as a meet and greet.
Notes from Discussion (including individual advice/feedback provided to Agency): <i>*This section is intended to compile individual input received from meeting attendees. It does not reflect group advice.</i>

- Meeting began at 2pm Seattle time.
- Collier confirmed that he had no agenda for the meeting other than to introduce himself to Hladick and let EPA know what was happening with the Corps' consideration of the Pebble Mine project.
 - The Corps' scoping public comment period concludes at the end of this month.
 - The Corps has been processing comments as they come in.
 - Current plan is to have a draft EIS approximately one year from now (spring 2019).
- Hladick conveyed his understanding that PLP has been studying the project area for many years.
- Collier stated that he had worked in permitting his whole career and had never seen a project that considered more alternatives than have been considered for this mine.
 - But he acknowledged that the EIS process could suggest new alternatives that PLP has not yet considered.
- Collier reported that resistance to the mine is "just as strong as it has ever been."
 - But people living closer to the project site are "warmer" to the mine than those living in Dillingham or closer to Bristol Bay.
- Collier reported that the biggest question currently facing PLP is the decision about whether to construct a 10" natural gas pipeline rather than an 8" line.
 - According to Collier, an additional 2" of capacity could provide enough energy to generate electricity for the "entire region."
 - Discussion ensued about renewable energy alternatives and the difficulties associated with generating wind power in western Alaska.
- Hladick asked whether it was accurately reported that PLP's investor had recently pulled out.
 - Collier: PLP and Quantum are still in talks about whether the deal can be restructured; PLP also speaking to other potential investors.
- Collier: PLP would not be surprised to see the proposed port dredging alternative to change as the EIS progresses
 - Lightering may be preferable (economically and environmentally) to deep water dredging.
- Collier: the transportation corridor could also change as the EIS progresses.
- Collier described a feature of the ore body that appears to be a fault line on the east edge of the deposit. This may indicate that there is more ore to the east, but deeper down. Would have to be accessed via an underground mine.
- Hladick expressed his appreciation for the information and for Collier's time.
- Meeting adjourned at approximately 2:25pm Seattle time.

Next Steps/Follow-up Discussed: None

Wed Jun 03 09:21:14 EDT 2020
"Hope, Brian" <Hope.Brian@epa.gov>
FW: Pebble Mine - Bristol Bay Alaska
To: "CMS.OEX" <cms.oex@epa.gov>

From: Craig Woody Ex. 6 - Personal Privacy
Sent: Wednesday, June 3, 2020 9:16 AM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>
Subject: Pebble Mine - Bristol Bay Alaska

Dear Mr. Wheeler,

I am contacting you to ask for your support in preventing the construction of the proposed Pebble Mine in Bristol Bay Alaska due to its potentially devastating environmental impact on both the fragile natural resources as well as the local fishing industry in that area. Please find attached my letter to you asking that you use the authority invested in your agency to stop this project once and for all and protect these precious natural resources for future generations.

Sincerely,

Craig L. Woody

Craig L. Woody
Ex. 6 - Personal Privacy
Ex. 6 - Personal Privacy

June 3, 2020

Mr. Andrew Wheeler
Administrator of the US Environmental Protection Agency
Washington, DC 20460

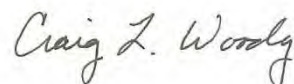
Dear Mr. Wheeler,

The proposed Pebble Mine in Bristol Bay Alaska poses one of the most severe environmental threats ever proposed to our planet. The construction of such a large open pit mine with the associated dangers of environmental pollution in a region of known frequent and extreme earthquake activity could have devastating consequences to one of the most valuable and pristine wilderness areas of our country. Bristol Bay is the home of the world's largest migratory salmon population and supports 14,000 jobs in the commercial fishing and outdoor recreation industries. Starting in 2012, the EPA conducted an extensive series of studies and conclude that the Pebble Mine posed an unacceptable risk to the area and the humans, fish and wildlife that live there. The majority of Alaskan residents, including 80% of local residents, and thousands of businesses want Bristol Bay protected.

This important issue was nearly settled a few years ago but was reopened when then EPA Director Scott Pruitt, ignoring the scientific findings from their report, withdrew the protection of the Bristol Bay area from the Pebble Mine which was then being imposed by the 2014 Clean Air Act. This allowed the proponents of the Pebble Mine to continue filing for a permit to construct the mine which is currently under review by the Army Corp of Engineers. Its Draft Environmental Impact Statement was viewed by the vast majority of those that would be affected by the mine as grossly underestimating the true risk and impact of the project and completely disregarding the scientific evidence of the original EPA report. I am a scientist myself and know that the facts and laws of nature will ultimately determine the final outcome of our decisions.

The Army Corps of Engineer's final report is due to come out later this month, after which a decision regarding the future of the Pebble Mine Project will be made. This decision will affect the lives of the residents of Bristol Bay and numerous other people throughout our country and around the world for many generations to come, and possibly forever. This natural resource is too fragile and too valuable to be endangered by the self-focused business interests of a select few. I therefore ask that the EPA use its powers to protect this resource for our future by invoking its power to stop this project under the Clean Water Act and put an end to this project once and for all.

Sincerely yours,

A handwritten signature in cursive script that reads "Craig L. Woody".

Craig L. Woody, Ph.D.
Senior Physicist

Mon Jul 06 08:56:30 EDT 2020
"Hope, Brian" <Hope.Brian@epa.gov>
FW: Pebble Mine Permit Delay in Alaska
To: "CMS.OEX" <cms.oex@epa.gov>

From: Mike Freel Ex. 6 - Personal Privacy
Sent: Thursday, July 2, 2020 5:02 PM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>
Subject: Pebble Mine Permit Delay in Alaska

What's the holdup with the permit? All the studies have been done. Northern Dynasty Minerals has jumped through all the hoops required-and then some. Lots of jobs and revenue for the state of Alaska and it's people. An "Made in America" opportunity here! Lets not blow it. Expedite the permit and get this thing done. Thanking you in advance.

Mike Freel

Date: Mon Aug 03 12:00:47 EDT 2020
From: "Hope, Brian" <Hope.Brian@epa.gov>
To: "CMS.OEX" <cms.oex@epa.gov>
Subject: FW: Please use EPA authority under the Clean Water Act and veto the Pebble Mine permit

-----Original Message-----
From: anne.f.davis94@everyactionadvocacy.com <anne.f.davis94@everyactionadvocacy.com>
Sent: Monday, August 3, 2020 11:59 AM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>
Subject: Please use EPA authority under the Clean Water Act and veto the Pebble Mine permit

Dear Administrator Andrew R. Wheeler,

Alaska's Bristol Bay is the migratory crossroads for birds across the world. Nowhere else on Earth is more important for so many birds from so many continents. It is also perhaps the world's most important salmon region. But the proposed Pebble Mine would dig an enormous mining pit in the heart of spawning salmon and breeding bird habitat. I am writing to urge you to use EPA’s authority under the Clean Water Act to veto the mine permit.

When Congress passed the Clean Water Act, it created the 404(c) provision to protect outstanding natural resources like Bristol Bay, which is the heart of Alaska's growing tourism economy. The industry relies on the intact ecosystems and rich wildlife diversity to bring thousands of visitors to the region each year to fish, view brown bears, hunt, and recreate on national park and state park lands. Plus, more than 40% of the salmon consumed in the U.S. comes from Bristol Bay, making it a huge economic engine for Alaska with a \$1.5 billion fishing economy and over 14,000 jobs.

The Army Corps' Final Environmental Impact Statement (FEIS) for Pebble Mine disregards years of EPA led peer-reviewed science and accumulated knowledge on Bristol Bay. The 20-year mine plan, which will destroy over 3,500 acres of wetlands, lakes, and ponds, and over 80 miles of salmon streams, far exceeds what EPA already determined in 2014 posed "unacceptable" impacts to Bristol Bay.

Please protect the vibrant and vital ecosystem of Bristol Bay with a 404(c) "veto."

Sincerely,
Anne Davis
Washington, DC 20007
Ex. 6 - Personal Privacy

Date: Tue Aug 04 10:44:53 EDT 2020
From: "Hope, Brian" <Hope.Brian@epa.gov>
To: "CMS.OEX" <cms.oex@epa.gov>
Subject: FW: Please use EPA authority under the Clean Water Act and veto the Pebble Mine permit

Assign FYI

-----Original Message-----
From: rumipumi@everyactionadvocacy.com <rumipumi@everyactionadvocacy.com>
Sent: Tuesday, August 4, 2020 10:20 AM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>
Subject: Please use EPA authority under the Clean Water Act and veto the Pebble Mine permit

Dear Administrator Andrew R. Wheeler,

Alaska's Bristol Bay is the migratory crossroads for birds across the world. Nowhere else on Earth is more important for so many birds from so many continents. It is also perhaps the world's most important salmon region. But the proposed Pebble Mine would dig an enormous mining pit in the heart of spawning salmon and breeding bird habitat. I am writing to urge you to use EPA’s authority under the Clean Water Act to veto the mine permit.

When Congress passed the Clean Water Act, it created the 404(c) provision to protect outstanding natural resources like Bristol Bay, which is the heart of Alaska's growing tourism economy. The industry relies on the intact ecosystems and rich wildlife diversity to bring thousands of visitors to the region each year to fish, view brown bears, hunt, and recreate on national park and state park lands. Plus, more than 40% of the salmon consumed in the U.S. comes from Bristol Bay, making it a huge economic engine for Alaska with a \$1.5 billion fishing economy and over 14,000 jobs.

The Army Corps' Final Environmental Impact Statement (FEIS) for Pebble Mine disregards years of EPA led peer-reviewed science and accumulated knowledge on Bristol Bay. The 20-year mine plan, which will destroy over 3,500 acres of wetlands, lakes, and ponds, and over 80 miles of salmon streams, far exceeds what EPA already determined in 2014 posed "unacceptable" impacts to Bristol Bay.

Please protect the vibrant and vital ecosystem of Bristol Bay with a 404(c) "veto."

Sincerely,
Rumi Matsyama
Hyattsville, MD 20781
Ex. 6 - Personal Privacy

Wed Aug 05 07:34:16 EDT 2020
"Hope, Brian" <Hope.Brian@epa.gov>
FW: Bristol Mine Alaska
To: "CMS.OEX" <cms.oex@epa.gov>

From: Charles K. McKool Ex. 6 - Personal Privacy
Sent: Wednesday, August 5, 2020 1:02 AM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>; Darwin, Henry <darwin.henry@epa.gov>; Orme-Zavaleta, Jennifer <Orme-Zavaleta.Jennifer@epa.gov>; Yamada.richard@Epa.gov
Subject: Bristol Mine Alaska

Dear people and fellow humans, please do not let this fast tracking approval for a mine in Bristol Bay headwaters, in Alaska happen now or ever. Such a rare and dear resource must be protected.This is a terrible thing to even contemplate. In fact just because Tom Collier will get a huge payday it will most likely ruin the last whole salmon fishery in Alaska. Is that important? Yes , very much so!

One this is a Canadian owned mine, and even if it was owned by Americans this is so wrong it is a SIN . Mr Wheeler your bio says you are an Eagle Scout. Does this sound like something you would have gotten behind as a young man working toward the goal of Eagle Scout? Or any of you ? please reach into your true self without all the pressure to do things everyday that most likely make you feel sick.

Please make a Stand and do not allow this to go forward. My DNA test shows my ancestors crossed the Bering Sea Land Bridge, some 13,000 years ago. I would love to see what they saw. The First Americans ! anyway that's what science says. The word is that this mine would pollute so much that this series of streams and rivers, some 338 in number, plus the !4,000 Alaskans that's livelihoods depend on the precious resource. Our natural resources are disappearing. And this is something all of you can do something about.

Thank You for doing the right thing !

Charles K. McKool III

Ex. 6 - Personal Privacy

Sent from [Mail](#) for Windows 10

Travis Hall
Ex. 6 - Personal Privacy

August 14, 2020

Andrew Wheeler
USEPA Headquarters
William Jefferson Clinton Building
1200 Pennsylvania Avenue, N. W.
Mail Code: 1101A
Washington, DC 20460

Dear Administrator:

As a supporter of Backcountry Hunters & Anglers, the voice for our wild public lands, waters and wildlife, I urge you to decline a permit for the proposed Pebble copper and gold mine project in Bristol Bay, Alaska.

Sportsmen and women from across the world dream of fishing Bristol Bay's wild rivers, which support the world's largest remaining wild salmon fishery, 35 fish species (including all five species of Pacific salmon) and nearly half of all wild sockeye populations. Located in southwest Alaska, Bristol Bay also provides undisturbed wildlife habitat for moose, caribou, black bear and large populations of migratory waterfowl.

Denying a permit for the proposed Pebble mine would save this treasured landscape - the headwaters of the famed Kvichak and Nushagak Rivers, where one mistake or accident could cause catastrophic damage to the watershed and livelihoods of tens of thousands of American citizens.

I urge you to decline a permit for the proposed Pebble mine project and safeguard Bristol Bay's wild watershed, which has fostered both a sustainable food source and a sustainable workforce for more than 14,000 people who are currently supported by the region's renowned sportfishing, hunting and outdoor recreation economies.

Sincerely,

Travis Hall



DENVER CO 802

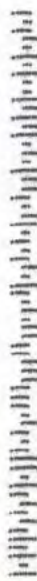
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AUG 21 2020

Andrew Wheeler
USEPA Headquarters
William Jefferson Clinton Building
1200 Pennsylvania Ave. N.W.
Mail code: 1101 A
Washington DC 20460

20460-





Dolan Bloom
Ex. 6 - Personal Privacy

August 14, 2020

Andrew Wheeler
USEPA Headquarters
William Jefferson Clinton Building
1200 Pennsylvania Avenue, N. W.
Mail Code: 1101A
Washington, DC 20460

Dear Administrator:

As a member of Backcountry Hunters & Anglers, the voice for our wild public lands, waters and wildlife, I urge you to decline a permit for the proposed Pebble copper and gold mine project in Bristol Bay, Alaska. To do anything other would endanger and destroy ecosystems that remain relatively untouched.

While far from my home in Manhattan many sportsmen and women from across the world dream of fishing Bristol Bay's wild rivers, including myself! Bristol Bay supports the world's largest remaining wild salmon fishery, 35 fish species (including all five species of Pacific salmon) and nearly half of all wild sockeye populations. Located in southwest Alaska, Bristol Bay also provides undisturbed wildlife habitat for moose, caribou, black bear and large populations of migratory waterfowl.

Denying a permit for the proposed Pebble mine would save this treasured landscape - the headwaters of the famed Kvichak and Nushagak Rivers, where one mistake or accident could cause catastrophic damage to the watershed and livelihoods of tens of thousands of American citizens. The risk that comes with this mine is not worth the reward.

I urge you to decline a permit for the proposed Pebble mine project and safeguard Bristol Bay's wild watershed, which has fostered both a sustainable food source and a sustainable workforce for more than 14,000 people who are currently supported by the region's renowned sportfishing, hunting and outdoor recreation economies. I know the pressures on you by the industries in favor of the mine are powerful, but you alone can stop a future atrocity from occurring and preserve a beautiful landscape for me and my future children to visit and enjoy. Please do the right thing and deny this permit.

Sincerely,

Dolan Bloom

A handwritten signature in black ink, appearing to read "Dolan Bloom", written over a horizontal line.



FOREVER / USA

Andrew Wheeler
USEPA Headquarters
William Jefferson Clinton Building
1200 Pennsylvania Ave. N.W.
1101A-Mail Code
Washington, DC 20460



Aug 24 2020

DOBS/BLOOM

Ex. 6 - Personal Privacy

David A. Berger

Ex. 6 - Personal Privacy

davidberger@hilakers.org

August 16, 2020

Andrew Wheeler
EPA
1200 Pennsylvania Ave NW
Washington, DC 20460

Dear Mr. Wheeler

Do not permit the Pebble Mine in Alaska. That is a disaster.

Do not relax methane rules.

All best,

A red handwritten checkmark is drawn over the signature line.

David Berger

cc: 1682

David Barrer
Ex. 6 - Persons

1101A

Mr. Andrew Wheeler
Environmental Protection Agency
1200 Pennsylvania Ave, NW
Washington, DC 20460

SEATTLE WA 980

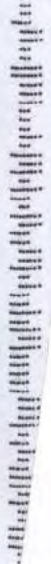
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AUG 24 2020



20460-



Grant Heidrich
Ex. 6 - Personal Privacy

RECEIVED ON:
AUG 18 2020
EPA Region 10
Office of the Regional Administrator
8/12/20

Chris Hladick,
Regional Administrator for the Pacific Northwest and Alaska Region
U.S. EPA, Region 10
1200 Sixth Avenue, Suite 155
Seattle, WA 98101

Re: Please deny the permit for the proposed Pebble Mine in Bristol Bay

I am writing today to advocate for the preservation of Bristol Bay, Alaska, the largest and most important salmon region on earth. It is urgent that we ask the EPA to veto the permit to develop the Pebble Mine in the Bristol Bay watershed and thereby uphold its "*core mission of protecting human health and the environment... committed to providing clean and safe air, water, and land for all Americans.*"

My family and I have gone up there fishing a number of times, and it is without doubt one of the most majestic wilderness areas in the world, and plays an important role in balancing the massive ecosystem of that part of Alaska, and the Pacific Ocean in general. The loss or destruction of this bio-mass would be a catastrophic loss to the world.

Often called one of the world's great migrations, all five Eastern Pacific salmon species make the journey to spawn in the Bristol Bay's freshwater tributaries. Fed by five major rivers, the watershed supports a deeply complex ecosystem as well as a \$280m annual commercial and sport fishing industry that employs 14,000 people. In addition, many indigenous tribes harvest fish in order to maintain a traditional subsistence-based lifestyle.

As part of the permitting process to allow development of the Pebble Mine in Bristol Bay, The US Army Corps of Engineers completed its Final Environmental Impact Statement (FEIS) in July 2020. It found that the proposed 20-year mine plan (as opposed to the 75-year plan previously proposed) would threaten and permanently impact over 2,300 acres of wetlands and 105 miles of streams; however, it concluded that the cumulative effects on commercial and recreational fisheries would be "minor to moderate." This conclusion is simply not a credible scientific assessment of the true risk that the Pebble Mine poses to the Bristol Bay region and its world class fishery. The FEIS disregards years of EPA led

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1. The first of these is the fact that the Commission has not yet received any information from the Government of the United States regarding the results of its investigation of the activities of the American Friends Service Committee in the United States.

1. The first step in the process is to identify the problem or issue that needs to be addressed. This involves gathering information and understanding the context of the situation.

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 1, 1861. It is a formal communication, and it is written in a very dignified and official style. The President expresses his regret that he cannot continue to serve the country, and he asks the Congress to accept his resignation. He also expresses his confidence in the future of the country, and he asks the Congress to continue to support the Union.

peer-reviewed science and accumulated knowledge that the EPA already determined in 2014 posed "unacceptable" impacts to the region. In spite of the evidence reported in the FEIS, the US Army Corps of Engineers is taking steps to issue a permit to go forward with the development of the mine.

The EPA has the authority to approve, but also to veto this permit. When Congress passed the Clean Water Act, it created the 404(c) provision to protect outstanding natural resources like Bristol Bay. **There has never been a more important time to ask the EPA to use its power to veto the permit for development of the Pebble Mine with a 404(c) veto.**

Please join me and many thousands of Americans, including 62% of Alaskans, other non-profits, indigenous people, and commercial and sports fishermen, in protecting this national treasure.

Sincerely,



Grant Heidrich

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Handwritten signature

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Environmental Protection Agency
Region 10 Administrator Chris Hladick
Park Place Building
1200 6th Avenue
Seattle, WA 98101

RECEIVED ON:

AUG 18 2020

EPA Region 10
Office of the Regional Administrator

Cc: Senator Lisa Murkowski
Senator Dan Sullivan

Dear Administrator Hladick;

Pebble's plan to build a mine at the headwaters of Bristol Bay will have irreversible and devastating impacts to the pristine waters that support the world's greatest wild salmon runs and all they sustain. The EPA must step in and stop this toxic project.

Under their current plan, which is a small portion of the entirety of the deposit, the Pebble mine would result in the direct loss of more than 2,000 acres of wetlands and 107 miles of streams in the Bristol Bay Watershed. Dewatering, fragmentation, perpetual storage of toxic waste – among many other destructive impacts – will drastically harm our essential waters and lands. Pebble's plans for mitigating these impacts are inadequate, untested, and incomplete.

Throughout the Clean Water Act 404 NEPA permitting process, the Army Corps of Engineers failed in its responsibility to thoroughly study and review the cumulative impacts of the proposed Pebble mine on Bristol Bay's waters and all they sustain. The Corps' environmental review is missing critical data and fails to include a complete assessment of the existing aquatic resources at the mine site and along the transportation corridor. The Army Corps also failed to thoroughly investigate the project's direct and indirect environmental, socioeconomic, and cultural impacts to the region. The agency has blatantly ignored significant criticisms from the EPA, U.S. Fish and Wildlife Service, State of Alaska, and other state, federal, and tribal cooperating agencies, and has disregarded public input and concerns throughout the process. The Corps even ignored Congress' directive to perform a more thorough analysis of the permit application, and instead has chosen to push this toxic project forward despite scientific evidence condemning its development.

It is the responsibility of the Environmental Protection Agency to protect the Bristol Bay watershed from the unacceptable adverse effects that the Pebble Project will have on our water, fisheries, wildlife, and cultures. The impacts are clear. Pebble is too risky for Bristol Bay. EPA must veto this project utilizing their 404(c) authority.

Bristol Bay Tribes first petitioned the EPA to prohibit mines like Pebble in the region more than a decade ago, and in the years that have passed, the science, history, and facts prove how detrimental this project would be to the Bristol Bay region. A politically motivated permitting process should not determine the future for Bristol Bay's people, salmon, and way of life. The Environmental Protection Agency has the clear authority to issue a 404(c) Clean Water Act Veto when warranted, and the proposed Pebble project undeniably warrants such action.

Additional Comments: It occurs to me now, as a young commercial fisherman
having done just my beginning at penetrating this conflict, that a larger
struggle is here represented between two cultural tides within
humanity. The tide of a political economic alliance waging war to dominate
and destroy peoples, as money being the primary motivation. The other being
the preservation of sovereignty of said peoples over their own lives and then the
lives of their descendants. Despite the obvious moral ideals, the first tide has dominated for a long
time, and will still hold on tight. To mark the moral step in the
progress of mankind,
the EPA, and you
Mr. Hadlick, appear to be responsible.

Do the right thing and protect Bristol Bay.
Sincerely,

NAME: Kenan Sterna
City, State: Weed, CA

Ex. 6 - Personal Privacy
Phone #

RECEIVED ON:

Office of the Regional Administrator
EPA Region 10

Aug 10-2020

Dear Mr. Chris Hladick, Please Do not let
Pebble Mine happen in Bristol Bay. This is my 2nd letter
to you about this, it is ~~so~~ important to me and many other
people. Please do everything in your power to stop Pebble Mine
from happening! Thank you!

DENT, LOCALLY OWNED NEWSPAPER
1896

Connie Traver

Science is clear: Mine would kill Bristol Bay

By SALLY JEWELL
AND NORM VAN VACTOR
Special to The Times

Between Seattle and Bristol Bay, a critical connection crosses 1,700 ocean miles. Though relatively distant as the crow flies, these two coastal locales are pivotal to one another, linked by a world-class sustainable fishing industry that supplies half of the planet's sockeye salmon.

The pristine Alaskan headwaters that spawn these salmon are central to the health of this industry and many Indigenous communities whose culture has been tied to salmon since time immemorial. But this vital salmon run is in danger. The next six months may be our last, best chance to save Bristol Bay.

To understand their true value, we must look to the landscape that produces and sustains Bristol Bay's salmon. The region's ecologically intact watersheds boast wild rivers, vast lakes, tundra, forests and wetlands. But the federal government is fast-tracking a mining project that will put the headwaters of two pristine rivers, the Nushagak and Kvichak rivers, at direct and irreparable risk. Some places on Earth are too special to develop, no matter the interest — this is one of them.

Late last month, the Army Corps of Engineers released its Final Environmental Impact Statement for the development of Pebble Mine, paving the way for federal permits. The Corps' statement, however, is the result of a failed and scientifically inadequate process. The statement has gaps in crucial science, and it offers no legitimate basis for a decision about Bristol Bay's future.

We have both spent time flying

above Bristol Bay: One of us as a fisherman-pilot, and another as U.S. Secretary of the Interior, overseeing Alaska's diverse and stunning public lands. From the skies, the interconnectedness of this vast landscape is unmistakable. The richness of the ecosystem — from bear families to caribou herds, to the fish and the countless shades of green surrounding them — is simply extraordinary.

Bristol Bay's nature also provides broad economic value. Globally, its salmon alone support a \$1.5 billion sustainable fishing industry, and the industry supports 12,500 jobs across the U.S. These wild salmon runs are a perfect example of a gift that keeps on giving. Bristol Bay shows us in powerful ways that economy can align with ecology. We can protect a vital engine for jobs and steward wild rivers. We can sustain a globally important fishing industry in harmony with thriving Indigenous cultures and homelands.

Pebble Mine puts all of this in direct peril. This mine would be one of the world's largest, extracting tons of gold, copper and molybdenum ore. It is devastating to imagine the damage. Development will not only harm miles of wetlands and rivers, but long-term safety is dubious at best.

The mine will destroy salmon habitat in Bristol Bay watersheds, with impacts far exceeding the scientific thresholds set by the Environmental Protection Agency in 2014. Threats rise exponentially over the long-term, as the mine's developers plan to store and treat toxic wastewater in perpetuity through unproven, highly complex systems and technologies.

Further, the impact statement

does not account for damage due to a failure in the mine's dam to hold this toxic waste. It is standard industry practice to assess a potential dam failure, yet the Army Corps did not evaluate this critical scenario. Science shows that a small dam breach would deposit toxins in 155 miles of salmon habitat, and a large breach could send toxins 200 river miles out to the bay. Bristol Bay's headwaters rest in the shadow of active volcanos like Mount Iliamna, and this area is known to be one of the country's most seismically active. With toxic waters stored forever, a catastrophe is inevitable. And even without drastic events, water always finds its way down. Every day across our country, hundreds of thousands of abandoned mines leach millions of gallons of toxic water into streams, rivers, lakes and ecosystems, rendering them incapable of supporting life. The companies that mined them are long-since gone.

In 2014, the Environmental Protection Agency rightfully halted Pebble Mine's development. In 2019, Congress stated that sound science must dictate the resurrected review process. Based on the Final Environmental Impact Statement, the science is clearly not there. We strongly urge the EPA to veto the Clean Water Act permit for Pebble Mine, and we call on Congress to demand the same.



Sally Jewell was Secretary of the Department of the Interior under President Obama from 2013-17. She previously served as president and CEO of REI, after a career in banking and engineering.



Norm Van Vactor is a Bristol Bay resident, member of The Nature Conservancy's board of trustees in Alaska, and CEO of the Bristol Bay Economic Development Corporation. He also is a 40-year participant in Alaska's fishing industry.

Office of the Regional Administrator
EPA Region 10
Aug 18 2020

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Ex. 6 - Personal Privacy

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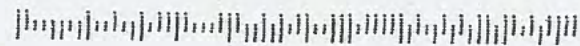
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Chris Hladuck

U.S. EPA, Region 10 155
1200 Sixth Ave, Suite ~~1100~~
Seattle, WA 98101

98101-318899



Matt Leopold, General Counsel
phone: 202-564-8040
Email: leopold.matt@epa.gov
Mailing Address:
Environmental Protection Agency
Office of General Counsel 2310A
1200 Pennsylvania Avenue, N.W.
Washington, DC 20460

**Chris Hladick, Regional Administrator for the
Pacific Northwest and Alaska Region**
Phone: 800-424-4372 or 206-553-1234
Email: hladick.christopher@epa.gov
Mailing Address:
U.S. EPA, Region 10
1200 Sixth Avenue, Suite 155
Seattle, WA 98101

August 11, 2020

Re: Please deny the permit for the proposed Pebble Mine in Bristol Bay

I am writing today to advocate for the preservation of Bristol Bay, Alaska, the largest and most important salmon region on earth. It is urgent that we ask the EPA to veto the permit to develop the Pebble Mine in the Bristol Bay watershed and thereby uphold its *"core mission of protecting human health and the environment... committed to providing clean and safe air, water, and land for all Americans."*

Often called one of the world's great migrations, all five Eastern Pacific salmon species make the journey to spawn in the Bristol Bay's freshwater tributaries. Fed by five major rivers, the watershed supports a deeply complex ecosystem as well as a \$280m annual commercial and sport fishing industry that employs 14,000 people. In addition, many indigenous tribes harvest fish in order to maintain a traditional subsistence-based lifestyle.

As part of the permitting process to allow development of the Pebble Mine in Bristol Bay, The US Army Corps of Engineers completed its Final Environmental Impact Statement (FEIS) in July 2020. It found that the proposed 20-year mine plan (as opposed to the 75-year plan previously proposed) would threaten and permanently impact over 2,300 acres of wetlands and 105 miles of streams; however, it concluded that the cumulative effects on commercial and recreational fisheries would be "minor to moderate." This conclusion is simply not a credible scientific assessment of the true risk that the Pebble Mine poses to the Bristol Bay region and its world class fishery. The FEIS disregards years of EPA led peer-reviewed science and accumulated knowledge that the EPA already determined in 2014 posed "unacceptable" impacts to the region. In spite of the evidence reported in the FEIS, the US Army Corps of Engineers is taking steps to issue a permit to go forward with the development of the mine.

The EPA has the authority to approve, but also to veto this permit. When Congress passed the Clean Water Act, it created the 404(c) provision to protect outstanding natural resources like Bristol Bay. **There has never been a more important time to ask the EPA to use its power to veto the permit for development of the Pebble Mine with a 404(c) veto.**

Please join me and many thousands of Americans, including 62% of Alaskans, other non-profits, indigenous people, and commercial and sports fishermen, in protecting this national treasure.

Sincerely,
Ruth Mephram

D. Aron Livingston

RECEIVED ON:

WD

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no CMS

EPA Region 10

Office of the Regional Administrator

February 15, 2020

The Honorable Senator Lisa Murkowski
522 Hart Senate Office Building
Washington, DC 20510

RE: EPA CLEAN WATER ACT § 404(c) ACTION FOR PEBBLE MINE;
BRISTOL BAY

Dear Senator Murkowski:

I urge you to do everything in your power to persuade the U.S. Environmental Protection Agency (EPA) to initiate a Clean Water Act Section 404(c) action over the dredge and fill permit that the U.S. Army Corp. of Engineers is likely to soon issue for the Pebble Mine project in Bristol Bay.

An EPA Regional Administrator initiates a 404(c) action if he or she determines that the impact of a proposed permit activity is likely to result in, among other things, significant loss of or damage to fisheries, shellfishing, wildlife habitat, or recreation areas. For this project, not only is such significant loss to the last remaining intact wild salmon run in the U.S. *likely*; it is nearly *certain* within a few generations (well after this foreign-based corporation ceases) – even without a catastrophic breach event – as toxic tailings leachate would enter the porous mine subsurface and poison the water table and surrounding pristine waterways. It is only a matter of time, short by salmon and human standards.

Here in California (and more specifically where I live along the American River in Sacramento) we have decimated wild salmon such that like other West Coast fisheries, their runs are now simply a sad reminder of the once wondrous natural order. You are in the enviable position of helping EPA retain a shred of *credibility* by not repeating that history, allowing future generations to wonder at, and be nourished and sustained by, these amazing gifts of nature.

Sincerely,



D. ARON LIVINGSTON

CC: U.S. EPA REGION X ADMINISTRATOR CHRIS HLADICK
U.S. SENATOR DIANE FEINSTEIN
U.S. SENATOR KAMALA HARRIS

Ex. 6 - Personal Privacy

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Date: Mon Aug 24 15:31:08 EDT 2020
From: "Dziadosz, Anna" <dziadosz.anna@epa.gov>
To: "CMS.OEX" <cms.oex@epa.gov>
Subject: FW: Pebble Mine

-----Original Message-----
From: Robert Rutkowski Ex. 6 - Personal Privacy
Sent: Monday, August 24, 2020 2:35 PM
To: Wheeler, Andrew <wheeler.andrew@epa.gov>
Cc: Keith Abouchar <keith.abouchar@mail.house.gov>
Subject: Pebble Mine

The Honorable Andrew Wheeler, Administrator U.S. Environmental Protection Agency Headquarters William Jefferson Clinton Building
1200 Pennsylvania Ave., NW; Mail Code 1101A Washington, DC 20460 wheeler.andrew@epa.gov

Re: Pebble Mine

Dear Administrator Wheeler:

The Army Corps of Engineers today said the Pebble Mine project in Bristol Bay, Alaska, would inflict “unavoidable adverse impacts” and lead to “significant degradation” to water and marine life. The agency gave its backers 90 days to come up with a mitigation plan for the proposed gold and copper mine.

Real mitigation is death for Pebble Mine, because it’s impossible to mitigate the damage this project would inflict on Bristol Bay, its Tribes, and the people whose livelihoods and well-being depend on it.

Pebble Mine would destroy five and a half square miles of wetlands and open waters and harm nearly 200 miles of pristine streams. Now that the Corps has finally set the bar that the Clean Water Act and science require, Northern Dynasty can’t meet it.

The EPA should veto Pebble and put a stop to this nightmare once and for all.

Yours sincerely,
Robert E. Rutkowski

cc:
Representative Steny Hoyer
House Majority Leader
Legislative Correspondence Team
1705 Longworth House Office Building
Washington DC 20515
Office: (202) 225-4131
Fax: (202) 225-4300
keith.abouchar@mail.house.gov

Ex. 6 - Personal Privacy

The EPA Region 10 Regional Administrator Chris Hladick signed the following document on July 30, 2019, and EPA is submitting it for publication in the *Federal Register* (FR). While we have taken steps to ensure the accuracy of this Internet version of the document, it is not the official version. Please refer to the official version in a forthcoming FR publication, which will appear on the Government Printing Office's FDsys website (<https://www.gpo.gov/fdsys/>). It will also appear on Regulations.gov (<http://www.regulations.gov>) in Docket No. EPA-R10-OW-2017-0369. Once the official version of this document is published in the FR, this version will be removed from the Internet and replaced with a link to the official version.

The EPA Region 10 Regional Administrator Chris Hladick signed the following document on July 30, 2019, and EPA is submitting it for publication in the *Federal Register* (FR). While we have taken steps to ensure the accuracy of this Internet version of the document, it is not the official version. Please refer to the official version in a forthcoming FR publication, which will appear on the Government Printing Office's FDsys website (<https://www.gpo.gov/fdsys/>). It will also appear on Regulations.gov (<http://www.regulations.gov>) in Docket No. EPA-R10-OW-2017-0369. Once the official version of this document is published in the FR, this version will be removed from the Internet and replaced with a link to the official version.

6560-50-P

ENVIRONMENTAL PROTECTION AGENCY

[EPA-R10-OW-2017-0369]

Notification of Decision to Withdraw Proposed Determination to Restrict the Use of an Area as a Disposal Site; Pebble Deposit Area, Southwest Alaska

AGENCY: Environmental Protection Agency (EPA).

ACTION: Notice.

SUMMARY: The United States Environmental Protection Agency (EPA) Region 10 Regional Administrator is providing notice of the EPA's decision to withdraw the Proposed Determination to restrict the use of certain waters in the South Fork Kaktuli River, North Fork Kaktuli River, and Upper Talarik Creek watersheds in southwest Alaska as disposal sites for dredged or fill material associated with mining the Pebble deposit.

FOR FURTHER INFORMATION CONTACT: Visit www.epa.gov/bristolbay or call a Bristol Bay-specific phone line at (206) 553-0040, or email r10bristolbay@epa.gov.

SUPPLEMENTARY INFORMATION:

I. General Information

EPA Region 10 is providing notice under 40 CFR 231.5(c) of EPA's withdrawal of the Proposed Determination to restrict the use of certain waters in the South Fork Kaktuli River, North Fork Kaktuli River, and Upper Talarik Creek watersheds in southwest Alaska as disposal sites for dredged or fill material associated with mining the Pebble deposit issued under EPA's Clean Water Act (CWA) Section 404(c) authority. EPA is concluding the process it started in July 2017, suspended in January 2018, and resumed in June 2019 to withdraw the Proposed

This document is a prepublication version, signed by EPA Region 10 Regional Administrator Chris Hladick on July 30, 2019. We have taken steps to ensure the accuracy of this version, but it is not the official version.

Determination. EPA has decided that now is the appropriate time to complete the withdrawal of the Proposed Determination in light of developments in the record and the availability of processes for EPA to address record issues with the U.S. Army Corps of Engineers (Corps) prior to any potential future decision-making by EPA regarding this matter.

A. How to Obtain a Copy of the Proposed Determination: The July 2014 Proposed Determination is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

B. How to Obtain a Copy of the Settlement Agreement: The May 11, 2017, settlement agreement is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

C. How to Obtain a Copy of the Proposal to Withdraw the Proposed Determination: The July 2017 proposal to withdraw the Proposed Determination is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay. Information regarding the proposal to withdraw can also be found in the docket for this effort at www.regulations.gov, see docket ID No. EPA–R10–OW–2017–0369 or use the following link: <https://www.regulations.gov/docket?D=EPAR10-OW-2017-0369>.

D. How to Obtain a Copy of Notification of Suspension: The February 2018 notice announcing the EPA’s decision to suspend the proceeding to withdraw the Proposed Determination at that time is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

II. Factual Background

In 2011, EPA initiated an assessment to determine the significance of the Bristol Bay watershed’s ecological resources and evaluate the potential impacts of large-scale mining on these resources. The stated purpose was to characterize the biological and mineral resources of

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the Bristol Bay watershed; increase understanding of the potential impacts of large-scale mining on the Region's fish resources; and inform future decision-making. Also in 2011, Northern Dynasty Minerals, which wholly owns the Pebble Limited Partnership (PLP), submitted information to the United States Securities and Exchange Commission that detailed its intention to develop a large-scale mine at the Pebble deposit. EPA Region 10 used this information to develop its mining scenarios for the Bristol Bay Watershed Assessment. After two rounds of public comments on drafts of the Bristol Bay Watershed Assessment in 2012 and 2013 that generated over one million comments, as well as independent external peer review, EPA Region 10 finalized the Assessment in January of 2014.

On July 21, 2014, EPA Region 10 published in the Federal Register (79 FR 42314) a Notice of Proposed Determination under Section 404(c) of the CWA to restrict the use of certain waters in the South Fork Koktuli River, North Fork Koktuli River, and Upper Talarik Creek watersheds (located within the larger Bristol Bay watershed) as disposal sites for dredged or fill material associated with mining the Pebble deposit. This Proposed Determination was issued preemptively; in other words, it was issued prior to PLP's submission of a CWA Section 404 permit application to the Corps. The notice started a public comment period that ended on September 19, 2014. EPA Region 10 also held seven hearings throughout southwest Alaska during the week of August 11, 2014. In addition to testimony taken at the hearings, EPA Region 10 received more than 670,000 written comments during the public comment period.

The next step in the Section 404(c) process would have been for EPA Region 10 to either forward a Recommended Determination to EPA Headquarters or to withdraw the Proposed Determination pursuant to 40 CFR 231.5(a). However, PLP filed a lawsuit that alleged that EPA formed three advisory committees in violation of the Federal Advisory Committee Act to assist

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EPA “in developing and implementing an unprecedented plan to assert EPA’s purported authority under Section 404(c) of the federal Clean Water Act ... in a manner that will effectively preempt [p]laintiff from exercising its right through the normal permit process to extract minerals from the Pebble Mine deposit in Southwest Alaska.” Second Amended Complaint for Declaratory and Injunctive Relief at 2, *Pebble Limited Partnership v. EPA*, No. 3:14-cv-00171 (D. Alaska July 7, 2015). As part of this litigation, the court issued a preliminary injunction against EPA on November 25, 2014 after the court determined that PLP had “a fair chance of success on the merits” with respect to one of the alleged federal advisory committees. Order Granting Preliminary Injunction at 1-2, *Pebble Limited Partnership v. EPA*, No. 3:14-cv-00171 (D. Alaska. Nov. 25, 2014). The injunction halted EPA Region 10’s Section 404(c) review process until the case was resolved. EPA and PLP resolved all outstanding lawsuits in a May 11, 2017 settlement agreement, and the court subsequently dissolved the injunction and dismissed the cases. As part of the settlement, EPA agreed that it would not advance to the next interim step in the Section 404(c) review process (i.e., a Recommended Determination), if such a decision is made, until either May 11, 2021 or EPA publishes a notice of the Corps’ final environmental impact statement (EIS) for the project, whichever is earlier. EPA also agreed to “initiate a process to propose to withdraw the Proposed Determination.”

In July 2017, EPA Region 10 issued a notice of a proposal to withdraw its July 2014 Proposed Determination that was published in the Federal Register (82 FR 33123, July 19, 2017). In this notice, EPA defined the scope of the input it was seeking on its proposal to withdraw. Specifically, EPA sought input on three reasons underlying its proposed withdrawal:

1. Provide PLP with additional time to submit a CWA Section 404 permit application to the Corps;

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2. Remove any uncertainty, real or perceived, about PLP's ability to submit a permit application and have that permit application reviewed; and
3. Allow the factual record regarding any forthcoming permit application to develop.

The notice opened a public comment period that closed on October 17, 2017. During the public comment period, EPA received more than one million public comments regarding its proposal to withdraw. EPA also held two hearings in the Bristol Bay watershed during the week of October 9, 2017. Approximately 200 people participated in the hearings. EPA also consulted with federally recognized tribal governments from the Bristol Bay region and Alaska Native Claims Settlement Act Regional and Village Corporations with lands in the Bristol Bay watershed on the Agency's proposal to withdraw.

On December 22, 2017, PLP submitted a CWA Section 404 permit application to the Corps to develop a mine at the Pebble deposit. On January 5, 2018, the Corps issued a notice that provided PLP's permit application to the public and stated that an EIS would be required as part of its permit review process consistent with the National Environmental Policy Act (NEPA). The Corps also invited relevant federal and state agencies, including EPA, to be cooperating agencies on the development of the EIS.

On January 26, 2018, EPA Region 10 issued a notice announcing a "suspension" of the proceeding to withdraw the Proposed Determination. This action was published in the Federal Register on February 28, 2018 (83 FR 8668).

On March 1, 2018, EPA Region 10 accepted the Corps' invitation to serve as a cooperating agency for development of the EIS for the Pebble project. As a cooperating agency, EPA has participated in meetings and provided comments on early drafts of EIS material, including on

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sections of the Preliminary DEIS in December of 2018. EPA also provided scoping comments to the Corps on June 29, 2018.

The Corps released a Draft EIS and Section 404 Public Notice (404 PN) on February 20, 2019. The public comment periods for both opened on March 1, 2019 and closed on July 1, 2019. The Corps received over 100,000 comments on the Draft EIS. EPA submitted over 100 pages of comments to the Corps on the Draft EIS and over 50 pages of comments on the 404 PN.

On June 26, 2019, the EPA General Counsel, acting by delegated authority for the Administrator, directed EPA Region 10 “to continue deliberating regarding whether to withdraw the 2014 Proposed Determination or alternatively, decide to leave the 2014 Proposed Determination in place.” The General Counsel’s memorandum indicated that the suspension notice had created confusion regarding the status of the 2014 Proposed Determination and that by “making a decision one way or the other, the Region will provide much-needed clarity and transparency to the public on this issue.” In addition, the General Counsel also asked the Region to “reconsider its previous statement that it would seek additional public comment on the 2014 Proposed Determination, in light of the ample opportunity for public comment previously provided and the current public comment opportunity on the more than 1,400-page [Draft EIS].”

III. Legal Background

A. CWA Section 404(c)

CWA Section 404(a) allows the Corps to issue permits authorizing the discharge of dredged or fill material at specified disposal sites. Section 404(b) provides that “[s]ubject to subsection (c)..., each such disposal site shall be specified for each such permit by the Secretary....” CWA Section 404(c) authorizes EPA to deny or restrict the use of defined areas as a disposal site:

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The Administrator is authorized to prohibit the specification (including the withdrawal of specification) of any defined area as a disposal site, and he is authorized to deny or restrict the use of any defined area for specification (including the withdrawal of specification) as a disposal site, whenever he determines, after notice and opportunity for public hearings, that the discharge of such materials into such area will have an unacceptable adverse effect on municipal water supplies, shellfish beds and fishery areas (including spawning and breeding areas), wildlife, or recreational areas. Before making such determination, the Administrator shall consult with the Secretary. The Administrator shall set forth in writing and make public his findings and his reasons for making any determination under this subsection.

The statute authorizes, but does not mandate, EPA to initiate the Section 404(c) process. *City of Olmstead Falls v. EPA*, 266 F. Supp. 2d 718, 723 (N.D. Ohio 2003). EPA's decision whether or not to exercise Section 404(c) is akin to enforcement discretion where an agency's discretion is at its broadest. EPA may decide to exercise its discretionary authority under Section 404(c) "whenever" it makes a determination that a discharge will have an unacceptable adverse effect. 33 USC 1344(c); 40 CFR 231.1(a), (c); *see also Mingo Logan Coal Co. v. EPA*, 714 F.3d 608, 613 (D.C. Cir. 2013). Once it makes the required determination, EPA has the authority to fully prohibit discharges or issue restrictions or conditions on discharges.

B. CWA Section 404(c) Regulations

EPA's regulations in 40 CFR Part 231 establish the procedures for EPA's consideration of whether to use its Section 404(c) authority:

- **Step 1: Initial Notification.** If the EPA Regional Administrator has reason to believe, after evaluating the available information, that an unacceptable adverse effect could result from the specification or use for specification of a defined area as a disposal site, the Regional Administrator may initiate the Section 404(c) process by notifying the Corps, the applicant (if any), and the site owner that he intends to issue a proposed determination. Each of those parties then has 15 days to demonstrate to the

satisfaction of the Regional Administrator that no unacceptable adverse effects will occur, or the District Engineer can provide notice of an intent to take corrective action to prevent an unacceptable adverse effect.

- Step 2: Proposed Determination. If within 15 days no such notice is provided, or if the Regional Administrator is not satisfied that no unacceptable adverse effect will occur, the Regional Administrator must publish a notice of the proposed determination in the Federal Register, soliciting public comment and offering an opportunity for public hearing.
- Step 3: Withdrawal of Proposed Determination or Preparation of Recommended Determination. Following the public hearing and close of the comment period, the Regional Administrator must either withdraw the proposed determination or prepare a recommended determination. A decision to withdraw may be reviewed at the discretion of the Assistant Administrator for Water at EPA Headquarters.¹ If the Regional Administrator prepares a recommended determination, the Regional Administrator then forwards it and the complete administrative record compiled in the Regional Office to the Assistant Administrator for Water.
- Step 4: Final Determination. Within 30 days the Assistant Administrator for Water will consider the recommended determination of the Regional Administrator and the information in the administrative record, and also consult again with the Corps, the applicant (if any), and the site owner. Following consultation and consideration of

¹ In 1984, the EPA Administrator delegated the authority to make final determinations under Section 404(c) to EPA's national CWA Section 404 program manager, who is the Assistant Administrator for Water. That delegation remains in effect. With regard to EPA's Section 404(c) action for the Pebble deposit area, on March 22, 2019, Administrator Wheeler delegated to the General Counsel the authority to perform all functions and responsibilities retained by the Administrator or previously delegated to the Assistant Administrator for Water.

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all available information, the Assistant Administrator for Water makes the final determination affirming, modifying, or rescinding the recommended determination.

With regard to Step 1, the regulations provide that the Regional Administrator “may” initiate certain actions if he or she “has reason to believe” that an unacceptable adverse effect “could result.” 40 CFR 231.3(a). The regulations do not require immediate action where the Regional Administrator makes such a finding because the Regional Administrator has the “necessary discretion in deciding when to act or whether to act at all.” 44 FR 58079, October 9, 1979. In addition, EPA uses the term “could” for this early stage “because the preliminary determination merely represents a judgment that the matter is worth looking into.” 44 FR 58078, October 9, 1979. Importantly, a “proposed determination does not represent a judgment that discharge of dredged or fill material will result in unacceptable adverse effects; it merely means that the Regional Administrator believes that the issue should be explored.” 44 FR 58082, October 9, 1979.

Although the regulations provide a standard for the Regional Administrator’s decision regarding whether to issue a recommended determination (i.e., discharge of material “would be likely to have an unacceptable adverse effect.”), the regulations do not provide a regulatory standard for the Regional Administrator’s decision to withdraw a proposed determination. 40 CFR 231.5(a), (c). Such a decision is at the discretion of the Regional Administrator “after review of the available information.” 44 FR 50582, October 9, 1979. Instead, the regulations only include procedural requirements for the withdrawal of a proposed determination. In particular, the Regional Administrator must notify the Administrator of the decision who then has 10 days to notify the Regional Administrator of his or her intent to review. 40 CFR 231.5(c). In addition, the Regional Administrator must send copies of such notification to all “persons who

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commented on the proposed determination or participated at the hearing.” *Id.* The regulations provide that “[s]uch persons may submit timely written recommendations concerning review.”

Id. EPA’s final rule preamble explains that the purpose of this requirement was to allow for “public input into the Administrator’s decision whether to review the Regional Administrator’s withdrawal of a proposed determination.” 44 FR 58081, October 9, 1979.

In addition, EPA’s implementing regulations recognize the statutory mandate for EPA to consult with the Corps on its Section 404(c) decision. Indeed, EPA’s regulations require consultation with the Corps throughout the various stages of the regulatory process. Of particular note, the regulations contemplate two specific engagements with the Corps during the initial stages of the Section 404(c) process.

First, EPA’s regulations generally contemplate that where there is a permit application pending, the Regional Administrator’s initial determination of whether the discharge “could” result in an unacceptable adverse effect would be made after considering the record developed during its coordination with the Corps on the permit application. Section 231.3(a) provides that the Regional Administrator’s decision under that provision must be based on an evaluation of “information available to him, including any record developed under the section 404 referral process specified in 33 CFR 323.5(b).”² 40 CFR 231.3(a). The regulations also include a comment stating that “[i]n cases involving a proposed disposal site for which a permit

²“*Coordination with EPA.* Prior to actual issuance of permits for the discharge of dredged or fill material in water of the United States, Corps of Engineers officials will advise appropriate Regional Administrators, EPA of the intent to issue permits to which EPA has objected, recommended conditions, or for which significant changes are proposed. If the Regional Administrator advises, within fifteen days of the advice of the intent to issue, that he objects to the issuance of the permits, the case will be forwarded to the Chief of Engineers in accordance with 33 CFR 325.11 for further coordination with the Administrator, EPA and the decision. The report forwarding the case will contain an analysis of the economic impact on navigation and anchorage that would occur by failing to authorize the use of a proposed disposal site, and whether there are other economically feasible methods or sites available other than those to which the Regional Administrator objects.” 33 CFR 323.5(b) (1979).

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application is pending, it is anticipated that the procedures of the section 404 referral process will normally be exhausted prior to any final decision of whether to initiate a 404(c) proceeding.” 40 CFR 231.3. Although the Corps removed the Section 404 referral process from its regulations that are still referenced in EPA’s current regulations, the regulatory history associated with the Corps’ revisions to its regulations indicates that its intent was to update that reference to reflect current coordination processes with EPA established under CWA Section 404(q).³

In addition, EPA’s final rule preamble promulgating its regulations in 40 CFR part 231 states:

EPA’s announcement of intent to start a 404(c) action will ordinarily be preceded by an objection to the permit application, and under § 325.8 such objection serves to halt issuance of the permit until the matter is resolved.....

The promulgation of regulations under 404(c) will not alter EPA’s present obligations to make timely objections to permit applications where appropriate. It is not the Agency’s intention to hold back and then suddenly to spring a veto action at the last minute. The fact that 404(c) may be regarded as a tool of last resort implies that EPA will first employ its tool of “first resort,” e.g. comment and consultation with the permitting authority at all appropriate stages of the permit process.

44 FR 58080, October 9, 1979. Therefore, the comment that exists in EPA’s regulations indicates that where there is a permit application pending it is anticipated that the 404(q) process “will normally be exhausted prior to any final decision of whether to initiate a Section 404(c)

³ Congress added CWA Section 404(q) to the statute in 1977. EPA issued its 404(c) regulations in 1979. 44 FR 58076, October 9, 1979. In 1980, the Corps proposed amendments to reflect the 1977 amendments to the CWA. 54 FR 62732, September 19, 1980. Specifically, the Corps proposed to move section 323.5 to 323.6 and amended paragraph (b), which is still the language included in the Corps’ current regulations. When issuing its 1980 proposal, the Corps explained that “[p]aragraph (b) would be revised in accordance with interagency agreements called for by Section 404(q) of the CWA and EPA regulations for Section 404(c) veto procedures (40 CFR Part 231).” 45 FR 62733, September 19, 1980. When finalizing its revised rule language in 1982, the Corps further explained that the purpose was “to be consistent with current agreements between the Corps and EPA which reflect EPA authority to veto disposal site specifications under Section 404(c).” 47 FR 31795, July 22, 1982. Therefore, this regulatory history demonstrates that the 404 referral process referenced in 231.3(a) is now manifested as the coordination processes EPA and the Corps have established under CWA Section 404(q).

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proceeding” and that the record developed under the 404(q) process would be considered by the Region Administrator when evaluating information under 40 CFR 231.3(a).

Second, once the Regional Administrator has made the requisite finding, the regulations provide an opportunity for the Corps, among others, to consult with the Regional Administrator prior to the issuance of a proposed determination. The purpose of this consultation is to provide information to demonstrate that no unacceptable adverse effects will occur or for the Corps to notify the Regional Administrator of his or her intent to take corrective action to prevent unacceptable adverse effects. 40 CFR 231.3(a)(2).

In addition to the initial stages, the remainder of the 404(c) process, including the opportunity for public comment and consultation with the Corps, is intended to obtain information relating to whether corrective action is available to reduce the adverse impacts of the discharge. 40 CFR 231.4(a), 231.6. EPA’s final rule preamble recognized the role the Corps permitting process would play in implementing corrective action identified during the Section 404(c) process. In response to a commenter that asked for EPA to provide an opportunity for public comment on any corrective action “proposed by the permitting authority during the consultative process, where the effect of such corrective measures is to obviate the need for the 404(c) action,” EPA indicated that “in such a situation, it would be more appropriate for the public comment to come as part of the permit process rather than the 404(c) procedure, since it will be the permitting authority who will have the responsibility for incorporating appropriate corrective measures into a permit.” 44 FR 58081, October 9, 1979.

It is important to note that the regulations envision that all the 404(c) regulatory steps would occur over relatively short timeframes. 40 CFR 231.3(a)(2), 231.4(a), 231.5(a), 231.6. Although

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EPA's regulations allow for an extension of time, this exception was only intended where there is good cause. 40 CFR 231.8; *see* 44 FR 58079, October 9, 1979.

C. CWA Section 404(q)

Section 404(q) directs the Secretary of the Army to enter into agreements with various federal agencies, including the EPA "to minimize, to the maximum extent practicable, duplication, needless paperwork, and delays in the issuance of permits under this section." The agreements must be developed "to assure that, to the maximum extent practicable" the Corps decision on a permit application will be made no later than 90 days after the application is published.

EPA and the Corps have entered into various agreements pursuant to Section 404(q). The operative agreement was entered in 1992. Part IV, paragraph 3 of the 1992 EPA and Army Memorandum of Agreement to implement Section 404(q) (hereinafter referred to as the "404(q) MOA"), sets forth the "exclusive procedures" for elevation of individual permits cases. Once the process is initiated, the 404(q) MOA outlines a process to resolve EPA's concerns that, if necessary, culminates with the Corps providing EPA with a copy of the Statement of Findings/Record of Decision prepared in support of the permit decision "to assist the EPA in reaching a decision whether to initiate 404(c) before the permit is issued or activity may begin." The MOA provides a 10-day period for EPA to initiate the Section 404(c) process before the permit is issued or the activity may begin.

IV. Withdrawal of the Proposed Determination

After conferring with EPA's General Counsel, EPA Region 10 is concluding the withdrawal process that was initiated on July 19, 2017. EPA's July 19, 2017 notice stated that it was

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proposing to withdraw the 2014 Proposed Determination “[b]ecause the Agency retains the right under the settlement agreement to ultimately exercise the full extent of its discretion under Section 404(c), including the discretion to act prior to any potential Army Corps authorization of discharge of dredged or fill material associated with mining the Pebble deposit, the Agency believes that withdrawing the Proposed Determination now, while allowing the factual record regarding any forthcoming permit application to develop, is appropriate at this time for this particular matter.” 82 FR 33124. In suspending this withdrawal process, EPA noted that “the factual record regarding the permit application can develop notwithstanding the Proposed Determination” and EPA “has discretion to consider that factual record after it has developed.” 83 FR 8670, February 28, 2018.

EPA has carefully considered the positions articulated in 2014 Proposed Determination and the 2017 and 2018 notices in light of the developments since they were published. First, the Corps’ DEIS includes significant project-specific information that was not accounted for in the 2014 Proposed Determination and, based on that information, the Corps has reached preliminary conclusions that in certain respects conflict with preliminary conclusions in EPA’s 2014 Proposed Determination. Second, there are other processes available now, including the 404(q) MOA process, for EPA to resolve any issues with the Corps as the record develops. EPA believes these processes should be exhausted prior to EPA deciding, based upon all information that has and will be further developed, to use its Section 404(c) authority. The issues relating to the development of the record align with EPA’s original, July 2017 rationale for withdrawing the 2014 Proposed Determination. For these reasons, Region 10 has now concluded that it is more appropriate to use well-established mechanisms to raise project-specific issues as the record develops during the permitting process and consider the full record before potential future

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decision-making on this matter, instead of maintaining a Section 404(c) process that is now five years old and does not account for the voluminous information provided in the permitting process.

A. Record Developments

EPA is withdrawing the 2014 Proposed Determination because there is new information that has been generated since 2014, including information and preliminary conclusions in the Corps' DEIS, that conflict with EPA's Proposed Determination and that EPA will need to consider before any potential future decision-making regarding this matter. As discussed below, the current record before the agency is different from the one considered by the Regional Administrator in 2014 and, consistent with general administrative law principles for agency decision-making, EPA must consider the entire record of this proceeding. As a result, any decision-making process under Section 404(c) should, if initiated, be based on the available information at that time rather than based on a proposed determination which, through the passage of time, the submittal of a permit application, and a significant expansion of the record, has effectively grown stale.

Shortly after EPA issued the 2014 Proposed Determination, EPA was enjoined from working on the 2014 Section 404(c) process when a Federal District court issued a preliminary injunction. That injunction remained in place until May 11, 2017 when EPA and PLP settled the pending cases. EPA's record and work relating to the Proposed Determination was completely frozen from November 2014 until May 2017. Within a few months of its settlement with EPA, PLP submitted its permit application, and since that time, the Corps' record has grown significantly to include project-specific information, analyses, and preliminary conclusions developed during the permitting process.

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The record will only continue to grow until the Corps issues a final EIS, and during this time Region 10 is precluded under the settlement agreement from forwarding a Recommended Determination to EPA Headquarters until the Corps issues a final EIS or May 2021, whenever is sooner. EPA used its extension authority under 40 CFR 231.8 to suspend the process and keep the Proposed Determination pending during the timelines provided in the settlement agreement. 83 FR 8671, February 28, 2018. Although the regulations allow extensions for the short regulatory timeframes if there is good cause, these timeframes provide evidence that extensions authorized under 40 CFR 231.8 were not intended to allow for long-term gaps, as in this case, that could result in decision-making without the full record.

When EPA entered into the settlement agreement in 2017 and proposed to withdraw the Proposed Determination, EPA did not know if or when PLP would submit a CWA Section 404 permit application. And even once PLP submitted a permit application and despite the Corps' estimated schedule, EPA did not know and could not know when it issued its 2018 suspension exactly how long the NEPA process would take and how it would proceed. Given the current status of the NEPA process, it is now clear that EPA's 2014 Proposed Determination does not account for the significant project-specific information that has been developed and will be developed during the multi-year permitting process.

In particular, PLP's current proposal is to produce 1.3 billion tons of ore from the Pebble deposit over 20 years. The 2014 Proposed Determination relied heavily on the Bristol Bay Watershed Assessment, which evaluated three hypothetical mine scenarios that represented different stages of mining at the Pebble deposit, based on the amount of ore processed: Pebble 0.25 (approximately 0.25 billion tons of ore over 20 years), Pebble 2.0 (approximately 2.0 billion tons of ore over 25 years), and Pebble 6.5 (approximately 6.5 billion tons of ore over 78 years).

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These hypothetical mine scenarios drew on preliminary information developed by Northern Dynasty Minerals in 2011 and submitted to the Securities and Exchange Commission, consultation with experts, and baseline data collected by PLP to characterize the mine site, mine activities, and the surrounding environment. EPA 2014 ES-10, Ch. 6. The Assessment disclosed the uncertainties associated with these hypothetical scenarios and recognized that the exact details of any future mine plan for the Pebble deposit or for other deposits in the watershed would differ from EPA's mine scenarios. *Id.*

Although a number of aspects of the PLP's current proposal evaluated in the DEIS are similar to the mine scenarios evaluated in the Bristol Bay Watershed Assessment, there are aspects of PLP's proposal that differ from EPA's scenarios considered in the Assessment. While the agencies do not know the extent of the differences on the overall impacts of the project and how they may relate to the Corps' NEPA and 404 analyses, the distinctions themselves are evidence that there is now different information in the Agencies' records than in 2014.

While any subsequent mine expansion may change the mine components and impacts, differences between the 2014 projected mining proposal evaluated by EPA and PLP's current 20-year mining proposal include the following:

- the movement of most mine component facilities out of the Upper Talarik Creek watershed which may result in reduced impacts to aquatic resources in the Upper Talarik Creek watershed;
- the elimination of cyanide leaching as part of the ore processing, which eliminates risks of impacts due to cyanide that would otherwise be in tailings and process water and eliminates risk of cyanide spills;

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- the placement of a liner under the disposal facility containing pyritic tailings and potentially acid generating (PAG) waste rock, which would minimize the potential for groundwater contamination;
- the reduction in waste rock, which may make it more feasible to backfill PAG waste rock into the open pit at closure;
- the separation of pyritic tailings from bulk tailings, which may make it more feasible to backfill pyritic tailings into the open pit at closure and may result in the ability to more effectively reclaim the pyritic tailings/PAG waste rock site and reduce surface impacts and reduce water management needs of this site following closure; and
- the relocation of treated water discharge locations, which allows flow augmentation and may reduce impacts due to open pit dewatering.

In addition to these differences in the mining proposal, the Corps' DEIS and EPA's 2014 Proposed Determination draw some conflicting preliminary conclusions regarding the information about the project. EPA recognizes that these documents have different purposes and that the Corps has not yet prepared its specific Section 404(b)(1) Guidelines analysis. DEIS, Section 4.22 Wetlands and Other Waters/Special Aquatic Sites, 4.22-4. In addition, EPA's issuance of a Proposed Determination represents a judgment that the matter should be "look[ed] into" or "explored." While the Proposed Determination describes EPA's basis for its 2014 preliminary determinations, EPA has not rendered a final determination on this matter. The Corps' conclusions are also preliminary, and EPA provided detailed comments on the Draft EIS and 404 PN on July 1, 2019 which raise issues for the Corps' consideration about some of the Corps' analyses and preliminary conclusions (including the examples discussed below). EPA's July 1, 2019 letters also make recommendations to provide significant additional information

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about key project components and plans and improve the environmental modeling and other aspects of the impact assessment.

In today's decision, EPA is not seeking to resolve any conflicting preliminary conclusions of the Agencies or conclusively address the merits of the underlying technical issues. Rather, in withdrawing the Proposed Determination, EPA has considered the full record as it now stands, including the conflicting preliminary conclusions of the Agencies. EPA is providing a few examples of the divergent views expressed by the Agencies on some key questions that will ultimately need to be resolved. The examples are not an exhaustive list but are included to illustrate that the Agencies have expressed divergent views on important issues related to the impact of the proposed project.

For example, the DEIS states in a section regarding fish displacement and habitat loss that "there is sufficient available habitat for relocation without impacts to existing populations...[t]he extent or scope of these impacts would [be] limited to waters in the vicinity of the mine site footprint, and may not be observed downstream from the affected stream channel." DEIS Section 4.24, page 4.24-8. However, EPA's 2014 Proposed Determination states that "[t]he elimination and dewatering of anadromous fish streams would also adversely affect downstream habitat for salmon and other fish species." Proposed Determination 2014, 4-9 (citations omitted).

As another example, the Alaska District's DEIS preliminarily concluded in a section discussing impacts on coho and Chinook populations that:

[C]onsidering the low quality and low use of coho and Chinook rearing habitat, the lack of spawning in SFK east reaches impacted, and the low level of coho spawning in NFK Tributary 1.190, measurable impacts to salmon populations would be unlikely...modeling indicates that indirect impacts associated with mine operations would occur at the individual level, and be attenuated upstream of the confluence of the NFK and SFK with no measurable impacts to salmon populations.

DEIS, Section 4.24, page 4.24-6. For comparison, EPA's Proposed Determination preliminarily concluded that:

The headwater and beaver-modified habitats eliminated or dewatered by the Pebble 0.25 stage mine could support [coho and Chinook] populations that are distinct from those using habitats farther downstream in each watershed. Besides destroying the intact, headwater-to-larger river networks of the SFK, NFK, and UTC watersheds, stream losses that eliminate local, unique populations could translate into a substantial loss of genetic variability with impacts extending well beyond the footprints of the lost habitats.... Thus, loss of the SFK, NFK, and UTC watersheds' discrete fish populations could have significant repercussions well beyond that suggested by their absolute proportion within the larger watersheds.... Thus, the elimination or dewatering of nearly 5 miles (8 km) of salmon streams caused or facilitated by the discharge of dredged or fill material for the Pebble 0.25 stage mine could reduce the overall productivity of the SFK, NFK, and UTC watersheds for both species, at a level that the aquatic ecosystem may not be able to afford.

Proposed Determination 2014, 4-8 (citations omitted). Furthermore, EPA anticipates that additional information will continue to become available through the Corps' ongoing permit review process that was not available at the time of the Proposed Determination. The Corps' Draft EIS received over 100,000 public comments. In addition to these comments now in the record, EPA expects that additional information relevant to EPA's decision-making will become available through the permitting process. All this information represents the full record that EPA would ultimately need to consider as part of any regulatory decision-making.

Given the need for any final EPA 404(c) decision to be based on the entire record, EPA has concluded that a Proposed Determination which in its current form does not account for the full record and does not grapple with differing conclusions, including those noted above, cannot serve as a basis for such a decision. If in the future EPA decides to proceed under its 404(c) authority, a new proposed determination would be appropriate to ensure consideration by the Regional Administrator of the full record prior to making the required determination under 40

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CFR 231.3(a) and ensure meaningful public engagement through the public comment period on any new proposed determination. As discussed below, EPA concludes that the proper avenue for considering the full available record and resolving technical issues, including conflicting information and conclusions, should be through the now available processes before any potential decision-making by EPA.

B. Process Opportunities as the Record Develops

EPA is also withdrawing the 2014 Proposed Determination because it has determined that given the record developments, as well as the language and structure of the 404(c) regulations, as discussed above, at this time, the appropriate sequencing is to resolve technical issues during the Corps' permitting process rather than through a separate 404(c) process initiated in 2014 that does not reflect the full record.

EPA is participating in the Corps' NEPA process as a cooperating agency for the preparation of the EIS pursuant to the Corps' invitation and schedule. In this role, EPA has provided significant technical comments to the Corps relating to impacts of the project. EPA has and will continue to work constructively with the Corps as a cooperating agency, providing special expertise in specific areas requested by the Corps, including: alternatives; recreation; aesthetics and visual resources; soils; surface- and groundwater hydrology; water and sediment quality; wetlands and special aquatic sites; vegetation; and mitigation. EPA plans to continue to work with the Corps and the other cooperating agencies on the next steps in the NEPA process, including the development of the final EIS and other information to inform the Corps' permit decision.

In addition to supporting the Corps as a cooperating agency, EPA is evaluating the information relevant to the Section 404(b)(1) Guidelines analysis and providing feedback to the

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Corps. EPA's July 1, 2019 comments on the 404 PN for Pebble's permit application stated that it "has concerns regarding the extent and magnitude of the substantial proposed impacts to streams, wetlands, and other aquatic resources that may result, particularly in light of the important role these resources play in supporting the region's valuable fishery resources."

In its Section 404 letter, EPA Region 10 also invoked the process to resolve these concerns pursuant to the 404(q) MOA. EPA's June 1, 2019 letter stated that "Region 10 finds that this project as described in the PN may have substantial and unacceptable adverse impacts on fisheries resources in the project area watersheds, which are aquatic resources of national importance."

EPA recognizes that the Corps, through well-established processes of continued analysis and coordination with EPA, may resolve some of the issues raised by EPA's letter. In addition, EPA recognizes that it is incumbent on the Agency to reanalyze its prior position, which was based on hypothetical scenarios, now that there is actual, non-speculative information before EPA in the form of a Section 404 permit application and associated information.

As such, EPA believes it is appropriate to defer to the Corps' decision-making process to sort out the information before deciding whether to initiate a Section 404(c) process based on the full record before the agencies. This approach is appropriate in these circumstances in light of the record developments and EPA's regulations as described above. Under the statute and regulations, the Corps is the lead agency for issuing permits under Section 404(a). The Corps should have the first opportunity to consider project-specific information here without having to contend with a 404(c) proposal that does not account for all of the available information.

Moreover, when EPA is considering use of its authority under Section 404(c), the Corps plays an important coordination and consultation role in the initial stages of EPA's decision-

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making, and that role may differ depending on whether or not there is a pending CWA 404 permit application. As discussed above, the regulations provide that where there is a permit application pending, “it is anticipated” that the coordination process “will normally be exhausted prior to any final decision of whether to initiate a 404(c) proceeding.” The current coordination procedures between EPA and the Corps on individual permitting decisions is now memorialized in the 1992 404(q) MOA. The elevation procedures represent a longstanding, well-understood, and agreed-upon process that the agencies have utilized for more than two decades.

Importantly, EPA could not have initiated the 404(q) MOA process when EPA Region 10 started its Section 404(c) process for the Pebble deposit area in 2014 or when EPA issued its February 2018 suspension notice. After the Corps noticed PLP’s 404 permit application for public comment, EPA could and did initiate the Section 404(q) MOA procedures. Now that the 404(q) MOA process is available to resolve issues, EPA has determined that it is most appropriate to use that process to resolve issues as the record develops before engaging in any possible future decision-making regarding its Section 404(c) authority. By initiating the 404(q) MOA process, EPA Region 10 is following an avenue to work with the Corps Alaska District throughout the permitting process to resolve concerns. If unresolved, EPA Region 10 can elevate to EPA Headquarters, which can decide whether to engage with the Department of the Army. If EPA proceeds through this process and its concerns remain outstanding when the Corps is ready to issue the permit, the MOA specifically contemplates that EPA will have an opportunity to consider exercising its Section 404(c) authority at that time. If EPA believes that these processes are not addressing its concerns, EPA retains the discretion and the authority to decide to use its Section 404(c) authority “whenever” it determines, in its discretion, that the statutory standard for exercising this authority has been met, including at the end of 404(q) MOA process, by

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initiating a new Section 404(c) process that is informed by the entirety of the facts and the Corps' decision-making known to the Agency at that time.⁴

The Corps, in addition to the public, also plays an important role in identifying information or potential corrective actions to address EPA's unacceptable adverse effects finding. In particular, EPA's regulations provide a 15-day opportunity for the Corps to provide such information prior to the issuance of the proposed determination. Although the Corps participated in EPA's 2014 process prior to the issuance of the Proposed Determination, the nature of the Corps' engagement in this instance was somewhat limited because there was no permit application pending. Now that PLP submitted a permit application, the Corps is in a different position regarding its ability to provide information relating to corrective actions to prevent unacceptable adverse effects and that information should be accounted for in the Corps' permitting process as well as by EPA.

For these reasons, EPA has determined that it is most appropriate to participate in the 404 permitting processes to address concerns as the record develops rather than continue with a separate 404(c) action initiated in 2014. This approach will ensure that both agencies will be able to consider the full record and engage on issues consistent with their respective roles provided for under the Clean Water Act and EPA's implementing regulations.

V. Response to Comments

EPA's February 2018 Federal Register notice summarized the comments EPA received on the proposal to withdraw. Two of EPA's bases for withdrawal in 2017 focused on giving time for

⁴ The 404(q) MOA states that "This agreement does not diminish either Agency's authority to decide whether a particular individual permit should be granted, including determining whether the project is in compliance with the Section 404(b)(1) Guidelines, or the Administrator's authority under Section 404(c) of the Clean Water Act." Part I, paragraph 5.

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PLP to submit a permit application and to allow for Corps review of that permit application. EPA acknowledges that given the developments since EPA's July 2017 notice those rationales for withdrawal no longer apply to this situation.

As discussed above, EPA's withdrawal action aligns with the third basis included in EPA's original July 2017 proposed withdrawal relating to the factual development of the record for PLP's permit application and EPA's ability, consistent with its settlement agreement, to exercise Section 404(c) prior to any potential Corps authorization of discharge of dredged or fill material associated with mining the Pebble deposit. EPA is focusing its responses on that issue and on comments that EPA explained that it was not addressing in its 2018 suspension notice.

EPA's February 28, 2018 notice indicated that "in light of EPA's forbearance from proceeding to the next step of the section 404(c) process..., EPA concludes that the factual record regarding the permit application can develop notwithstanding the Proposed Determination." 83 FR 8670. Although that remains true, given the need for any final EPA 404(c) decision to be based on the entire record, EPA has concluded that a Proposed Determination which in its current form does not account for the full record and does not grapple with differing conclusions, including those noted above, should not serve as a basis for such a decision.

In response to comments that EPA cannot withdraw a Proposed Determination without considering the proposed restrictions or the science and technical information, EPA's February 28, 2018 notice stated that such comments were "moot" in light of EPA's decision not to withdraw the Proposed Determination. 83 FR 8670. Although EPA is now withdrawing the Proposed Determination, such comments remain outside the bounds of EPA's basis for its decision. Indeed, EPA's July 19, 2017 notice indicated that it was "not soliciting comment on the

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proposed restrictions or science or technical information underlying the Proposed Determination.” 82 FR 33124. Moreover, EPA’s February 28, 2018 notice made clear that such comments were outside the scope. 83 FR 8898. As in EPA’s prior notices, EPA is not basing its decision-making on technical consideration or judgments about whether the mine proposal will ultimately be found to meet the requirements of the 404(b)(1) Guidelines or results in “unacceptable adverse effects” under CWA section 404(c). The technical information is continuing to evolve through the ongoing section 404 and NEPA processes, and determinations under Section 404 will be made in conjunction with, and based on, the record when it is fully developed. Rather, EPA is withdrawing its 2014 Proposed Determination based on the considerations described in this notice and is continuing to consider the technical issues through its engagement with the Corps in these procedures. EPA will continue to consider the relevant science and technical information, including the information underlying its 2014 Proposed Determination, as part of the ongoing permitting process. This effort includes consideration of “any other information that is relevant to protection of the world-class fisheries contained in the Bristol Bay watershed in light of the permit application that has now been submitted to the Corps.” 83 FR 8670, February 28, 2018.

EPA’s February 28, 2018 notice indicated that comments received on the Administrator’s review “do not need to be addressed” because the Proposed Determination was not being withdrawn. 83 FR 8670. In general, these comments advocated for or against the Administrator’s review. Some commenters asked for additional opportunities for public input. EPA has satisfied all of the procedural requirements for withdrawing a proposed determination provided in 40 CFR 231.5(c). EPA’s regulations do not require EPA to propose a withdrawal of a proposed determination and take public comment. EPA took that step to comply with its

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settlement agreement obligation. EPA's regulations only require notification to all those that commented on the proposed determination or participated at the hearing and allow an opportunity for such persons to provide timely written recommendations concerning whether the Administrator should review the Regional Administrator's decision. 40 CFR 231.5(c); 44 FR 58081, October 9, 1979. EPA satisfied this requirement through its July 2017 notice. Through this process, the public had a full opportunity to comment on the very basis for EPA's withdrawal of the Proposed Determination and on whether the Administrator should review and reconsider the withdrawal. 82 FR 33124, July 19, 2017. EPA has now completed consideration of the issues raised as described in this notice. The General Counsel, who is the delegated official to act for the Administrator, did not notify the Regional Administrator of his intent to review as described in the regulations, thus ending the regulatory process.

EPA has also determined that it is unnecessary to seek additional public comment as indicated by the February 2018 Federal Register notice. Such an additional public comment is not required under EPA's regulations. EPA notes that it provided numerous opportunities for the public to comment on the Bristol Bay Watershed Assessment and Proposed Determination, including on the rationale for EPA's decision to withdraw the Proposed Determination. Furthermore, the Corps has provided an opportunity for the public to comment on the Draft EIS and the public has an opportunity to comment on the final EIS. *See* 40 CFR 1503.1(b). Finally, if EPA initiates the Section 404(c) process pursuant to 40 CFR 231.3 in the future and proceeds to publish a new Proposed Determination, such a decision would be subject to notice and comment under EPA's regulations.

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VI. Conclusion

Today's decision provides clarity and certainty that EPA Region 10 will be working through the Corps' permitting process, including as a cooperating agency, and the 404(q) MOA process for engagement on this matter. This notice concludes EPA's withdrawal process that was initiated on July 19, 2017 and suspended on January 26, 2018. As Regional Administrator and after conferring with EPA's General Counsel, I am providing notice of withdrawal of the 2014 Proposed Determination described herein under 40 CFR 231.5(c)(1).

Dated:

Chris Hladick
Regional Administrator, EPA Region 10.

6560-50-P

ENVIRONMENTAL PROTECTION AGENCY

[EPA-R10-OW-2017-0369]

Notification of Decision to Withdraw Proposed Determination to Restrict the Use of an Area as a Disposal Site; Pebble Deposit Area, Southwest Alaska

AGENCY: Environmental Protection Agency (EPA).

ACTION: Notice.

SUMMARY: The United States Environmental Protection Agency (EPA) Region 10 Regional Administrator is providing notice of the EPA's decision to withdraw the Proposed Determination to restrict the use of certain waters in the South Fork Kaktuli River, North Fork Kaktuli River, and Upper Talarik Creek watersheds in southwest Alaska as disposal sites for dredged or fill material associated with mining the Pebble deposit.

FOR FURTHER INFORMATION CONTACT: Visit www.epa.gov/bristolbay or call a Bristol Bay-specific phone line at (206) 553-0040, or email r10bristolbay@epa.gov.

SUPPLEMENTARY INFORMATION:

I. General Information

EPA Region 10 is providing notice under 40 CFR 231.5(c) of EPA's withdrawal of the Proposed Determination to restrict the use of certain waters in the South Fork Kaktuli River, North Fork Kaktuli River, and Upper Talarik Creek watersheds in southwest Alaska as disposal sites for dredged or fill material associated with mining the Pebble deposit issued under EPA's Clean Water Act (CWA) Section 404(c) authority. EPA is concluding the process it started in July 2017, suspended in January 2018, and resumed in June 2019 to withdraw the Proposed

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Determination. EPA has decided that now is the appropriate time to complete the withdrawal of the Proposed Determination in light of developments in the record and the availability of processes for EPA to address record issues with the U.S. Army Corps of Engineers (Corps) prior to any potential future decision-making by EPA regarding this matter.

A. How to Obtain a Copy of the Proposed Determination: The July 2014 Proposed Determination is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

B. How to Obtain a Copy of the Settlement Agreement: The May 11, 2017, settlement agreement is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

C. How to Obtain a Copy of the Proposal to Withdraw the Proposed Determination: The July 2017 proposal to withdraw the Proposed Determination is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay. Information regarding the proposal to withdraw can also be found in the docket for this effort at www.regulations.gov, see docket ID No. EPA–R10–OW–2017–0369 or use the following link: <https://www.regulations.gov/docket?D=EPAR10-OW-2017-0369>.

D. How to Obtain a Copy of Notification of Suspension: The February 2018 notice announcing the EPA’s decision to suspend the proceeding to withdraw the Proposed Determination at that time is available via the internet on the EPA Region 10 Bristol Bay site at www.epa.gov/bristolbay.

II. Factual Background

In 2011, EPA initiated an assessment to determine the significance of the Bristol Bay watershed’s ecological resources and evaluate the potential impacts of large-scale mining on these resources. The stated purpose was to characterize the biological and mineral resources of

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the Bristol Bay watershed; increase understanding of the potential impacts of large-scale mining on the Region's fish resources; and inform future decision-making. Also in 2011, Northern Dynasty Minerals, which wholly owns the Pebble Limited Partnership (PLP), submitted information to the United States Securities and Exchange Commission that detailed its intention to develop a large-scale mine at the Pebble deposit. EPA Region 10 used this information to develop its mining scenarios for the Bristol Bay Watershed Assessment. After two rounds of public comments on drafts of the Bristol Bay Watershed Assessment in 2012 and 2013 that generated over one million comments, as well as independent external peer review, EPA Region 10 finalized the Assessment in January of 2014.

On July 21, 2014, EPA Region 10 published in the Federal Register (79 FR 42314) a Notice of Proposed Determination under Section 404(c) of the CWA to restrict the use of certain waters in the South Fork Koktuli River, North Fork Koktuli River, and Upper Talarik Creek watersheds (located within the larger Bristol Bay watershed) as disposal sites for dredged or fill material associated with mining the Pebble deposit. This Proposed Determination was issued preemptively; in other words, it was issued prior to PLP's submission of a CWA Section 404 permit application to the Corps. The notice started a public comment period that ended on September 19, 2014. EPA Region 10 also held seven hearings throughout southwest Alaska during the week of August 11, 2014. In addition to testimony taken at the hearings, EPA Region 10 received more than 670,000 written comments during the public comment period.

The next step in the Section 404(c) process would have been for EPA Region 10 to either forward a Recommended Determination to EPA Headquarters or to withdraw the Proposed Determination pursuant to 40 CFR 231.5(a). However, PLP filed a lawsuit that alleged that EPA formed three advisory committees in violation of the Federal Advisory Committee Act to assist

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EPA “in developing and implementing an unprecedented plan to assert EPA’s purported authority under Section 404(c) of the federal Clean Water Act ... in a manner that will effectively preempt [p]laintiff from exercising its right through the normal permit process to extract minerals from the Pebble Mine deposit in Southwest Alaska.” Second Amended Complaint for Declaratory and Injunctive Relief at 2, *Pebble Limited Partnership v. EPA*, No. 3:14-cv-00171 (D. Alaska July 7, 2015). As part of this litigation, the court issued a preliminary injunction against EPA on November 25, 2014 after the court determined that PLP had “a fair chance of success on the merits” with respect to one of the alleged federal advisory committees. Order Granting Preliminary Injunction at 1-2, *Pebble Limited Partnership v. EPA*, No. 3:14-cv-00171 (D. Alaska. Nov. 25, 2014). The injunction halted EPA Region 10’s Section 404(c) review process until the case was resolved. EPA and PLP resolved all outstanding lawsuits in a May 11, 2017 settlement agreement, and the court subsequently dissolved the injunction and dismissed the cases. As part of the settlement, EPA agreed that it would not advance to the next interim step in the Section 404(c) review process (i.e., a Recommended Determination), if such a decision is made, until either May 11, 2021 or EPA publishes a notice of the Corps’ final environmental impact statement (EIS) for the project, whichever is earlier. EPA also agreed to “initiate a process to propose to withdraw the Proposed Determination.”

In July 2017, EPA Region 10 issued a notice of a proposal to withdraw its July 2014 Proposed Determination that was published in the Federal Register (82 FR 33123, July 19, 2017). In this notice, EPA defined the scope of the input it was seeking on its proposal to withdraw. Specifically, EPA sought input on three reasons underlying its proposed withdrawal:

1. Provide PLP with additional time to submit a CWA Section 404 permit application to the Corps;

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2. Remove any uncertainty, real or perceived, about PLP's ability to submit a permit application and have that permit application reviewed; and
3. Allow the factual record regarding any forthcoming permit application to develop.

The notice opened a public comment period that closed on October 17, 2017. During the public comment period, EPA received more than one million public comments regarding its proposal to withdraw. EPA also held two hearings in the Bristol Bay watershed during the week of October 9, 2017. Approximately 200 people participated in the hearings. EPA also consulted with federally recognized tribal governments from the Bristol Bay region and Alaska Native Claims Settlement Act Regional and Village Corporations with lands in the Bristol Bay watershed on the Agency's proposal to withdraw.

On December 22, 2017, PLP submitted a CWA Section 404 permit application to the Corps to develop a mine at the Pebble deposit. On January 5, 2018, the Corps issued a notice that provided PLP's permit application to the public and stated that an EIS would be required as part of its permit review process consistent with the National Environmental Policy Act (NEPA). The Corps also invited relevant federal and state agencies, including EPA, to be cooperating agencies on the development of the EIS.

On January 26, 2018, EPA Region 10 issued a notice announcing a "suspension" of the proceeding to withdraw the Proposed Determination. This action was published in the Federal Register on February 28, 2018 (83 FR 8668).

On March 1, 2018, EPA Region 10 accepted the Corps' invitation to serve as a cooperating agency for development of the EIS for the Pebble project. As a cooperating agency, EPA has participated in meetings and provided comments on early drafts of EIS material, including on

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sections of the Preliminary DEIS in December of 2018. EPA also provided scoping comments to the Corps on June 29, 2018.

The Corps released a Draft EIS and Section 404 Public Notice (404 PN) on February 20, 2019. The public comment periods for both opened on March 1, 2019 and closed on July 1, 2019. The Corps received over 100,000 comments on the Draft EIS. EPA submitted over 100 pages of comments to the Corps on the Draft EIS and over 50 pages of comments on the 404 PN.

On June 26, 2019, the EPA General Counsel, acting by delegated authority for the Administrator, directed EPA Region 10 “to continue deliberating regarding whether to withdraw the 2014 Proposed Determination or alternatively, decide to leave the 2014 Proposed Determination in place.” The General Counsel’s memorandum indicated that the suspension notice had created confusion regarding the status of the 2014 Proposed Determination and that by “making a decision one way or the other, the Region will provide much-needed clarity and transparency to the public on this issue.” In addition, the General Counsel also asked the Region to “reconsider its previous statement that it would seek additional public comment on the 2014 Proposed Determination, in light of the ample opportunity for public comment previously provided and the current public comment opportunity on the more than 1,400-page [Draft EIS].”

III. Legal Background

A. CWA Section 404(c)

CWA Section 404(a) allows the Corps to issue permits authorizing the discharge of dredged or fill material at specified disposal sites. Section 404(b) provides that “[s]ubject to subsection (c)..., each such disposal site shall be specified for each such permit by the Secretary....” CWA Section 404(c) authorizes EPA to deny or restrict the use of defined areas as a disposal site:

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The Administrator is authorized to prohibit the specification (including the withdrawal of specification) of any defined area as a disposal site, and he is authorized to deny or restrict the use of any defined area for specification (including the withdrawal of specification) as a disposal site, whenever he determines, after notice and opportunity for public hearings, that the discharge of such materials into such area will have an unacceptable adverse effect on municipal water supplies, shellfish beds and fishery areas (including spawning and breeding areas), wildlife, or recreational areas. Before making such determination, the Administrator shall consult with the Secretary. The Administrator shall set forth in writing and make public his findings and his reasons for making any determination under this subsection.

The statute authorizes, but does not mandate, EPA to initiate the Section 404(c) process. *City of Olmstead Falls v. EPA*, 266 F. Supp. 2d 718, 723 (N.D. Ohio 2003). EPA's decision whether or not to exercise Section 404(c) is akin to enforcement discretion where an agency's discretion is at its broadest. EPA may decide to exercise its discretionary authority under Section 404(c) "whenever" it makes a determination that a discharge will have an unacceptable adverse effect. 33 USC 1344(c); 40 CFR 231.1(a), (c); *see also Mingo Logan Coal Co. v. EPA*, 714 F.3d 608, 613 (D.C. Cir. 2013). Once it makes the required determination, EPA has the authority to fully prohibit discharges or issue restrictions or conditions on discharges.

B. CWA Section 404(c) Regulations

EPA's regulations in 40 CFR Part 231 establish the procedures for EPA's consideration of whether to use its Section 404(c) authority:

- **Step 1: Initial Notification.** If the EPA Regional Administrator has reason to believe, after evaluating the available information, that an unacceptable adverse effect could result from the specification or use for specification of a defined area as a disposal site, the Regional Administrator may initiate the Section 404(c) process by notifying the Corps, the applicant (if any), and the site owner that he intends to issue a proposed determination. Each of those parties then has 15 days to demonstrate to the

satisfaction of the Regional Administrator that no unacceptable adverse effects will occur, or the District Engineer can provide notice of an intent to take corrective action to prevent an unacceptable adverse effect.

- Step 2: Proposed Determination. If within 15 days no such notice is provided, or if the Regional Administrator is not satisfied that no unacceptable adverse effect will occur, the Regional Administrator must publish a notice of the proposed determination in the Federal Register, soliciting public comment and offering an opportunity for public hearing.
- Step 3: Withdrawal of Proposed Determination or Preparation of Recommended Determination. Following the public hearing and close of the comment period, the Regional Administrator must either withdraw the proposed determination or prepare a recommended determination. A decision to withdraw may be reviewed at the discretion of the Assistant Administrator for Water at EPA Headquarters.¹ If the Regional Administrator prepares a recommended determination, the Regional Administrator then forwards it and the complete administrative record compiled in the Regional Office to the Assistant Administrator for Water.
- Step 4: Final Determination. Within 30 days the Assistant Administrator for Water will consider the recommended determination of the Regional Administrator and the information in the administrative record, and also consult again with the Corps, the applicant (if any), and the site owner. Following consultation and consideration of

¹ In 1984, the EPA Administrator delegated the authority to make final determinations under Section 404(c) to EPA's national CWA Section 404 program manager, who is the Assistant Administrator for Water. That delegation remains in effect. With regard to EPA's Section 404(c) action for the Pebble deposit area, on March 22, 2019, Administrator Wheeler delegated to the General Counsel the authority to perform all functions and responsibilities retained by the Administrator or previously delegated to the Assistant Administrator for Water.

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all available information, the Assistant Administrator for Water makes the final determination affirming, modifying, or rescinding the recommended determination.

With regard to Step 1, the regulations provide that the Regional Administrator “may” initiate certain actions if he or she “has reason to believe” that an unacceptable adverse effect “could result.” 40 CFR 231.3(a). The regulations do not require immediate action where the Regional Administrator makes such a finding because the Regional Administrator has the “necessary discretion in deciding when to act or whether to act at all.” 44 FR 58079, October 9, 1979. In addition, EPA uses the term “could” for this early stage “because the preliminary determination merely represents a judgment that the matter is worth looking into.” 44 FR 58078, October 9, 1979. Importantly, a “proposed determination does not represent a judgment that discharge of dredged or fill material will result in unacceptable adverse effects; it merely means that the Regional Administrator believes that the issue should be explored.” 44 FR 58082, October 9, 1979.

Although the regulations provide a standard for the Regional Administrator’s decision regarding whether to issue a recommended determination (i.e., discharge of material “would be likely to have an unacceptable adverse effect.”), the regulations do not provide a regulatory standard for the Regional Administrator’s decision to withdraw a proposed determination. 40 CFR 231.5(a), (c). Such a decision is at the discretion of the Regional Administrator “after review of the available information.” 44 FR 50582, October 9, 1979. Instead, the regulations only include procedural requirements for the withdrawal of a proposed determination. In particular, the Regional Administrator must notify the Administrator of the decision who then has 10 days to notify the Regional Administrator of his or her intent to review. 40 CFR 231.5(c). In addition, the Regional Administrator must send copies of such notification to all “persons who

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commented on the proposed determination or participated at the hearing.” *Id.* The regulations provide that “[s]uch persons may submit timely written recommendations concerning review.”

Id. EPA’s final rule preamble explains that the purpose of this requirement was to allow for “public input into the Administrator’s decision whether to review the Regional Administrator’s withdrawal of a proposed determination.” 44 FR 58081, October 9, 1979.

In addition, EPA’s implementing regulations recognize the statutory mandate for EPA to consult with the Corps on its Section 404(c) decision. Indeed, EPA’s regulations require consultation with the Corps throughout the various stages of the regulatory process. Of particular note, the regulations contemplate two specific engagements with the Corps during the initial stages of the Section 404(c) process.

First, EPA’s regulations generally contemplate that where there is a permit application pending, the Regional Administrator’s initial determination of whether the discharge “could” result in an unacceptable adverse effect would be made after considering the record developed during its coordination with the Corps on the permit application. Section 231.3(a) provides that the Regional Administrator’s decision under that provision must be based on an evaluation of “information available to him, including any record developed under the section 404 referral process specified in 33 CFR 323.5(b).”² 40 CFR 231.3(a). The regulations also include a comment stating that “[i]n cases involving a proposed disposal site for which a permit

²“*Coordination with EPA.* Prior to actual issuance of permits for the discharge of dredged or fill material in water of the United States, Corps of Engineers officials will advise appropriate Regional Administrators, EPA of the intent to issue permits to which EPA has objected, recommended conditions, or for which significant changes are proposed. If the Regional Administrator advises, within fifteen days of the advice of the intent to issue, that he objects to the issuance of the permits, the case will be forwarded to the Chief of Engineers in accordance with 33 CFR 325.11 for further coordination with the Administrator, EPA and the decision. The report forwarding the case will contain an analysis of the economic impact on navigation and anchorage that would occur by failing to authorize the use of a proposed disposal site, and whether there are other economically feasible methods or sites available other than those to which the Regional Administrator objects.” 33 CFR 323.5(b) (1979).

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application is pending, it is anticipated that the procedures of the section 404 referral process will normally be exhausted prior to any final decision of whether to initiate a 404(c) proceeding.” 40 CFR 231.3. Although the Corps removed the Section 404 referral process from its regulations that are still referenced in EPA’s current regulations, the regulatory history associated with the Corps’ revisions to its regulations indicates that its intent was to update that reference to reflect current coordination processes with EPA established under CWA Section 404(q).³

In addition, EPA’s final rule preamble promulgating its regulations in 40 CFR part 231 states:

EPA’s announcement of intent to start a 404(c) action will ordinarily be preceded by an objection to the permit application, and under § 325.8 such objection serves to halt issuance of the permit until the matter is resolved.....

The promulgation of regulations under 404(c) will not alter EPA’s present obligations to make timely objections to permit applications where appropriate. It is not the Agency’s intention to hold back and then suddenly to spring a veto action at the last minute. The fact that 404(c) may be regarded as a tool of last resort implies that EPA will first employ its tool of “first resort,” e.g. comment and consultation with the permitting authority at all appropriate stages of the permit process.

44 FR 58080, October 9, 1979. Therefore, the comment that exists in EPA’s regulations indicates that where there is a permit application pending it is anticipated that the 404(q) process “will normally be exhausted prior to any final decision of whether to initiate a Section 404(c)

³ Congress added CWA Section 404(q) to the statute in 1977. EPA issued its 404(c) regulations in 1979. 44 FR 58076, October 9, 1979. In 1980, the Corps proposed amendments to reflect the 1977 amendments to the CWA. 54 FR 62732, September 19, 1980. Specifically, the Corps proposed to move section 323.5 to 323.6 and amended paragraph (b), which is still the language included in the Corps’ current regulations. When issuing its 1980 proposal, the Corps explained that “[p]aragraph (b) would be revised in accordance with interagency agreements called for by Section 404(q) of the CWA and EPA regulations for Section 404(c) veto procedures (40 CFR Part 231).” 45 FR 62733, September 19, 1980. When finalizing its revised rule language in 1982, the Corps further explained that the purpose was “to be consistent with current agreements between the Corps and EPA which reflect EPA authority to veto disposal site specifications under Section 404(c).” 47 FR 31795, July 22, 1982. Therefore, this regulatory history demonstrates that the 404 referral process referenced in 231.3(a) is now manifested as the coordination processes EPA and the Corps have established under CWA Section 404(q).

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proceeding” and that the record developed under the 404(q) process would be considered by the Region Administrator when evaluating information under 40 CFR 231.3(a).

Second, once the Regional Administrator has made the requisite finding, the regulations provide an opportunity for the Corps, among others, to consult with the Regional Administrator prior to the issuance of a proposed determination. The purpose of this consultation is to provide information to demonstrate that no unacceptable adverse effects will occur or for the Corps to notify the Regional Administrator of his or her intent to take corrective action to prevent unacceptable adverse effects. 40 CFR 231.3(a)(2).

In addition to the initial stages, the remainder of the 404(c) process, including the opportunity for public comment and consultation with the Corps, is intended to obtain information relating to whether corrective action is available to reduce the adverse impacts of the discharge. 40 CFR 231.4(a), 231.6. EPA’s final rule preamble recognized the role the Corps permitting process would play in implementing corrective action identified during the Section 404(c) process. In response to a commenter that asked for EPA to provide an opportunity for public comment on any corrective action “proposed by the permitting authority during the consultative process, where the effect of such corrective measures is to obviate the need for the 404(c) action,” EPA indicated that “in such a situation, it would be more appropriate for the public comment to come as part of the permit process rather than the 404(c) procedure, since it will be the permitting authority who will have the responsibility for incorporating appropriate corrective measures into a permit.” 44 FR 58081, October 9, 1979.

It is important to note that the regulations envision that all the 404(c) regulatory steps would occur over relatively short timeframes. 40 CFR 231.3(a)(2), 231.4(a), 231.5(a), 231.6. Although

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EPA's regulations allow for an extension of time, this exception was only intended where there is good cause. 40 CFR 231.8; *see* 44 FR 58079, October 9, 1979.

C. CWA Section 404(q)

Section 404(q) directs the Secretary of the Army to enter into agreements with various federal agencies, including the EPA "to minimize, to the maximum extent practicable, duplication, needless paperwork, and delays in the issuance of permits under this section." The agreements must be developed "to assure that, to the maximum extent practicable" the Corps decision on a permit application will be made no later than 90 days after the application is published.

EPA and the Corps have entered into various agreements pursuant to Section 404(q). The operative agreement was entered in 1992. Part IV, paragraph 3 of the 1992 EPA and Army Memorandum of Agreement to implement Section 404(q) (hereinafter referred to as the "404(q) MOA"), sets forth the "exclusive procedures" for elevation of individual permits cases. Once the process is initiated, the 404(q) MOA outlines a process to resolve EPA's concerns that, if necessary, culminates with the Corps providing EPA with a copy of the Statement of Findings/Record of Decision prepared in support of the permit decision "to assist the EPA in reaching a decision whether to initiate 404(c) before the permit is issued or activity may begin." The MOA provides a 10-day period for EPA to initiate the Section 404(c) process before the permit is issued or the activity may begin.

IV. Withdrawal of the Proposed Determination

After conferring with EPA's General Counsel, EPA Region 10 is concluding the withdrawal process that was initiated on July 19, 2017. EPA's July 19, 2017 notice stated that it was

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proposing to withdraw the 2014 Proposed Determination “[b]ecause the Agency retains the right under the settlement agreement to ultimately exercise the full extent of its discretion under Section 404(c), including the discretion to act prior to any potential Army Corps authorization of discharge of dredged or fill material associated with mining the Pebble deposit, the Agency believes that withdrawing the Proposed Determination now, while allowing the factual record regarding any forthcoming permit application to develop, is appropriate at this time for this particular matter.” 82 FR 33124. In suspending this withdrawal process, EPA noted that “the factual record regarding the permit application can develop notwithstanding the Proposed Determination” and EPA “has discretion to consider that factual record after it has developed.” 83 FR 8670, February 28, 2018.

EPA has carefully considered the positions articulated in 2014 Proposed Determination and the 2017 and 2018 notices in light of the developments since they were published. First, the Corps’ DEIS includes significant project-specific information that was not accounted for in the 2014 Proposed Determination and, based on that information, the Corps has reached preliminary conclusions that in certain respects conflict with preliminary conclusions in EPA’s 2014 Proposed Determination. Second, there are other processes available now, including the 404(q) MOA process, for EPA to resolve any issues with the Corps as the record develops. EPA believes these processes should be exhausted prior to EPA deciding, based upon all information that has and will be further developed, to use its Section 404(c) authority. The issues relating to the development of the record align with EPA’s original, July 2017 rationale for withdrawing the 2014 Proposed Determination. For these reasons, Region 10 has now concluded that it is more appropriate to use well-established mechanisms to raise project-specific issues as the record develops during the permitting process and consider the full record before potential future

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decision-making on this matter, instead of maintaining a Section 404(c) process that is now five years old and does not account for the voluminous information provided in the permitting process.

A. Record Developments

EPA is withdrawing the 2014 Proposed Determination because there is new information that has been generated since 2014, including information and preliminary conclusions in the Corps' DEIS, that conflict with EPA's Proposed Determination and that EPA will need to consider before any potential future decision-making regarding this matter. As discussed below, the current record before the agency is different from the one considered by the Regional Administrator in 2014 and, consistent with general administrative law principles for agency decision-making, EPA must consider the entire record of this proceeding. As a result, any decision-making process under Section 404(c) should, if initiated, be based on the available information at that time rather than based on a proposed determination which, through the passage of time, the submittal of a permit application, and a significant expansion of the record, has effectively grown stale.

Shortly after EPA issued the 2014 Proposed Determination, EPA was enjoined from working on the 2014 Section 404(c) process when a Federal District court issued a preliminary injunction. That injunction remained in place until May 11, 2017 when EPA and PLP settled the pending cases. EPA's record and work relating to the Proposed Determination was completely frozen from November 2014 until May 2017. Within a few months of its settlement with EPA, PLP submitted its permit application, and since that time, the Corps' record has grown significantly to include project-specific information, analyses, and preliminary conclusions developed during the permitting process.

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The record will only continue to grow until the Corps issues a final EIS, and during this time Region 10 is precluded under the settlement agreement from forwarding a Recommended Determination to EPA Headquarters until the Corps issues a final EIS or May 2021, whenever is sooner. EPA used its extension authority under 40 CFR 231.8 to suspend the process and keep the Proposed Determination pending during the timelines provided in the settlement agreement. 83 FR 8671, February 28, 2018. Although the regulations allow extensions for the short regulatory timeframes if there is good cause, these timeframes provide evidence that extensions authorized under 40 CFR 231.8 were not intended to allow for long-term gaps, as in this case, that could result in decision-making without the full record.

When EPA entered into the settlement agreement in 2017 and proposed to withdraw the Proposed Determination, EPA did not know if or when PLP would submit a CWA Section 404 permit application. And even once PLP submitted a permit application and despite the Corps' estimated schedule, EPA did not know and could not know when it issued its 2018 suspension exactly how long the NEPA process would take and how it would proceed. Given the current status of the NEPA process, it is now clear that EPA's 2014 Proposed Determination does not account for the significant project-specific information that has been developed and will be developed during the multi-year permitting process.

In particular, PLP's current proposal is to produce 1.3 billion tons of ore from the Pebble deposit over 20 years. The 2014 Proposed Determination relied heavily on the Bristol Bay Watershed Assessment, which evaluated three hypothetical mine scenarios that represented different stages of mining at the Pebble deposit, based on the amount of ore processed: Pebble 0.25 (approximately 0.25 billion tons of ore over 20 years), Pebble 2.0 (approximately 2.0 billion tons of ore over 25 years), and Pebble 6.5 (approximately 6.5 billion tons of ore over 78 years).

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These hypothetical mine scenarios drew on preliminary information developed by Northern Dynasty Minerals in 2011 and submitted to the Securities and Exchange Commission, consultation with experts, and baseline data collected by PLP to characterize the mine site, mine activities, and the surrounding environment. EPA 2014 ES-10, Ch. 6. The Assessment disclosed the uncertainties associated with these hypothetical scenarios and recognized that the exact details of any future mine plan for the Pebble deposit or for other deposits in the watershed would differ from EPA's mine scenarios. *Id.*

Although a number of aspects of the PLP's current proposal evaluated in the DEIS are similar to the mine scenarios evaluated in the Bristol Bay Watershed Assessment, there are aspects of PLP's proposal that differ from EPA's scenarios considered in the Assessment. While the agencies do not know the extent of the differences on the overall impacts of the project and how they may relate to the Corps' NEPA and 404 analyses, the distinctions themselves are evidence that there is now different information in the Agencies' records than in 2014.

While any subsequent mine expansion may change the mine components and impacts, differences between the 2014 projected mining proposal evaluated by EPA and PLP's current 20-year mining proposal include the following:

- the movement of most mine component facilities out of the Upper Talarik Creek watershed which may result in reduced impacts to aquatic resources in the Upper Talarik Creek watershed;
- the elimination of cyanide leaching as part of the ore processing, which eliminates risks of impacts due to cyanide that would otherwise be in tailings and process water and eliminates risk of cyanide spills;

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- the placement of a liner under the disposal facility containing pyritic tailings and potentially acid generating (PAG) waste rock, which would minimize the potential for groundwater contamination;
- the reduction in waste rock, which may make it more feasible to backfill PAG waste rock into the open pit at closure;
- the separation of pyritic tailings from bulk tailings, which may make it more feasible to backfill pyritic tailings into the open pit at closure and may result in the ability to more effectively reclaim the pyritic tailings/PAG waste rock site and reduce surface impacts and reduce water management needs of this site following closure; and
- the relocation of treated water discharge locations, which allows flow augmentation and may reduce impacts due to open pit dewatering.

In addition to these differences in the mining proposal, the Corps' DEIS and EPA's 2014 Proposed Determination draw some conflicting preliminary conclusions regarding the information about the project. EPA recognizes that these documents have different purposes and that the Corps has not yet prepared its specific Section 404(b)(1) Guidelines analysis. DEIS, Section 4.22 Wetlands and Other Waters/Special Aquatic Sites, 4.22-4. In addition, EPA's issuance of a Proposed Determination represents a judgment that the matter should be "look[ed] into" or "explored." While the Proposed Determination describes EPA's basis for its 2014 preliminary determinations, EPA has not rendered a final determination on this matter. The Corps' conclusions are also preliminary, and EPA provided detailed comments on the Draft EIS and 404 PN on July 1, 2019 which raise issues for the Corps' consideration about some of the Corps' analyses and preliminary conclusions (including the examples discussed below). EPA's July 1, 2019 letters also make recommendations to provide significant additional information

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about key project components and plans and improve the environmental modeling and other aspects of the impact assessment.

In today's decision, EPA is not seeking to resolve any conflicting preliminary conclusions of the Agencies or conclusively address the merits of the underlying technical issues. Rather, in withdrawing the Proposed Determination, EPA has considered the full record as it now stands, including the conflicting preliminary conclusions of the Agencies. EPA is providing a few examples of the divergent views expressed by the Agencies on some key questions that will ultimately need to be resolved. The examples are not an exhaustive list but are included to illustrate that the Agencies have expressed divergent views on important issues related to the impact of the proposed project.

For example, the DEIS states in a section regarding fish displacement and habitat loss that "there is sufficient available habitat for relocation without impacts to existing populations...[t]he extent or scope of these impacts would [be] limited to waters in the vicinity of the mine site footprint, and may not be observed downstream from the affected stream channel." DEIS Section 4.24, page 4.24-8. However, EPA's 2014 Proposed Determination states that "[t]he elimination and dewatering of anadromous fish streams would also adversely affect downstream habitat for salmon and other fish species." Proposed Determination 2014, 4-9 (citations omitted).

As another example, the Alaska District's DEIS preliminarily concluded in a section discussing impacts on coho and Chinook populations that:

[C]onsidering the low quality and low use of coho and Chinook rearing habitat, the lack of spawning in SFK east reaches impacted, and the low level of coho spawning in NFK Tributary 1.190, measurable impacts to salmon populations would be unlikely...modeling indicates that indirect impacts associated with mine operations would occur at the individual level, and be attenuated upstream of the confluence of the NFK and SFK with no measurable impacts to salmon populations.

DEIS, Section 4.24, page 4.24-6. For comparison, EPA's Proposed Determination preliminarily concluded that:

The headwater and beaver-modified habitats eliminated or dewatered by the Pebble 0.25 stage mine could support [coho and Chinook] populations that are distinct from those using habitats farther downstream in each watershed. Besides destroying the intact, headwater-to-larger river networks of the SFK, NFK, and UTC watersheds, stream losses that eliminate local, unique populations could translate into a substantial loss of genetic variability with impacts extending well beyond the footprints of the lost habitats.... Thus, loss of the SFK, NFK, and UTC watersheds' discrete fish populations could have significant repercussions well beyond that suggested by their absolute proportion within the larger watersheds.... Thus, the elimination or dewatering of nearly 5 miles (8 km) of salmon streams caused or facilitated by the discharge of dredged or fill material for the Pebble 0.25 stage mine could reduce the overall productivity of the SFK, NFK, and UTC watersheds for both species, at a level that the aquatic ecosystem may not be able to afford.

Proposed Determination 2014, 4-8 (citations omitted). Furthermore, EPA anticipates that additional information will continue to become available through the Corps' ongoing permit review process that was not available at the time of the Proposed Determination. The Corps' Draft EIS received over 100,000 public comments. In addition to these comments now in the record, EPA expects that additional information relevant to EPA's decision-making will become available through the permitting process. All this information represents the full record that EPA would ultimately need to consider as part of any regulatory decision-making.

Given the need for any final EPA 404(c) decision to be based on the entire record, EPA has concluded that a Proposed Determination which in its current form does not account for the full record and does not grapple with differing conclusions, including those noted above, cannot serve as a basis for such a decision. If in the future EPA decides to proceed under its 404(c) authority, a new proposed determination would be appropriate to ensure consideration by the Regional Administrator of the full record prior to making the required determination under 40

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CFR 231.3(a) and ensure meaningful public engagement through the public comment period on any new proposed determination. As discussed below, EPA concludes that the proper avenue for considering the full available record and resolving technical issues, including conflicting information and conclusions, should be through the now available processes before any potential decision-making by EPA.

B. Process Opportunities as the Record Develops

EPA is also withdrawing the 2014 Proposed Determination because it has determined that given the record developments, as well as the language and structure of the 404(c) regulations, as discussed above, at this time, the appropriate sequencing is to resolve technical issues during the Corps' permitting process rather than through a separate 404(c) process initiated in 2014 that does not reflect the full record.

EPA is participating in the Corps' NEPA process as a cooperating agency for the preparation of the EIS pursuant to the Corps' invitation and schedule. In this role, EPA has provided significant technical comments to the Corps relating to impacts of the project. EPA has and will continue to work constructively with the Corps as a cooperating agency, providing special expertise in specific areas requested by the Corps, including: alternatives; recreation; aesthetics and visual resources; soils; surface- and groundwater hydrology; water and sediment quality; wetlands and special aquatic sites; vegetation; and mitigation. EPA plans to continue to work with the Corps and the other cooperating agencies on the next steps in the NEPA process, including the development of the final EIS and other information to inform the Corps' permit decision.

In addition to supporting the Corps as a cooperating agency, EPA is evaluating the information relevant to the Section 404(b)(1) Guidelines analysis and providing feedback to the

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Corps. EPA's July 1, 2019 comments on the 404 PN for Pebble's permit application stated that it "has concerns regarding the extent and magnitude of the substantial proposed impacts to streams, wetlands, and other aquatic resources that may result, particularly in light of the important role these resources play in supporting the region's valuable fishery resources."

In its Section 404 letter, EPA Region 10 also invoked the process to resolve these concerns pursuant to the 404(q) MOA. EPA's June 1, 2019 letter stated that "Region 10 finds that this project as described in the PN may have substantial and unacceptable adverse impacts on fisheries resources in the project area watersheds, which are aquatic resources of national importance."

EPA recognizes that the Corps, through well-established processes of continued analysis and coordination with EPA, may resolve some of the issues raised by EPA's letter. In addition, EPA recognizes that it is incumbent on the Agency to reanalyze its prior position, which was based on hypothetical scenarios, now that there is actual, non-speculative information before EPA in the form of a Section 404 permit application and associated information.

As such, EPA believes it is appropriate to defer to the Corps' decision-making process to sort out the information before deciding whether to initiate a Section 404(c) process based on the full record before the agencies. This approach is appropriate in these circumstances in light of the record developments and EPA's regulations as described above. Under the statute and regulations, the Corps is the lead agency for issuing permits under Section 404(a). The Corps should have the first opportunity to consider project-specific information here without having to contend with a 404(c) proposal that does not account for all of the available information.

Moreover, when EPA is considering use of its authority under Section 404(c), the Corps plays an important coordination and consultation role in the initial stages of EPA's decision-

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making, and that role may differ depending on whether or not there is a pending CWA 404 permit application. As discussed above, the regulations provide that where there is a permit application pending, “it is anticipated” that the coordination process “will normally be exhausted prior to any final decision of whether to initiate a 404(c) proceeding.” The current coordination procedures between EPA and the Corps on individual permitting decisions is now memorialized in the 1992 404(q) MOA. The elevation procedures represent a longstanding, well-understood, and agreed-upon process that the agencies have utilized for more than two decades.

Importantly, EPA could not have initiated the 404(q) MOA process when EPA Region 10 started its Section 404(c) process for the Pebble deposit area in 2014 or when EPA issued its February 2018 suspension notice. After the Corps noticed PLP’s 404 permit application for public comment, EPA could and did initiate the Section 404(q) MOA procedures. Now that the 404(q) MOA process is available to resolve issues, EPA has determined that it is most appropriate to use that process to resolve issues as the record develops before engaging in any possible future decision-making regarding its Section 404(c) authority. By initiating the 404(q) MOA process, EPA Region 10 is following an avenue to work with the Corps Alaska District throughout the permitting process to resolve concerns. If unresolved, EPA Region 10 can elevate to EPA Headquarters, which can decide whether to engage with the Department of the Army. If EPA proceeds through this process and its concerns remain outstanding when the Corps is ready to issue the permit, the MOA specifically contemplates that EPA will have an opportunity to consider exercising its Section 404(c) authority at that time. If EPA believes that these processes are not addressing its concerns, EPA retains the discretion and the authority to decide to use its Section 404(c) authority “whenever” it determines, in its discretion, that the statutory standard for exercising this authority has been met, including at the end of 404(q) MOA process, by

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initiating a new Section 404(c) process that is informed by the entirety of the facts and the Corps' decision-making known to the Agency at that time.⁴

The Corps, in addition to the public, also plays an important role in identifying information or potential corrective actions to address EPA's unacceptable adverse effects finding. In particular, EPA's regulations provide a 15-day opportunity for the Corps to provide such information prior to the issuance of the proposed determination. Although the Corps participated in EPA's 2014 process prior to the issuance of the Proposed Determination, the nature of the Corps' engagement in this instance was somewhat limited because there was no permit application pending. Now that PLP submitted a permit application, the Corps is in a different position regarding its ability to provide information relating to corrective actions to prevent unacceptable adverse effects and that information should be accounted for in the Corps' permitting process as well as by EPA.

For these reasons, EPA has determined that it is most appropriate to participate in the 404 permitting processes to address concerns as the record develops rather than continue with a separate 404(c) action initiated in 2014. This approach will ensure that both agencies will be able to consider the full record and engage on issues consistent with their respective roles provided for under the Clean Water Act and EPA's implementing regulations.

V. Response to Comments

EPA's February 2018 Federal Register notice summarized the comments EPA received on the proposal to withdraw. Two of EPA's bases for withdrawal in 2017 focused on giving time for

⁴ The 404(q) MOA states that "This agreement does not diminish either Agency's authority to decide whether a particular individual permit should be granted, including determining whether the project is in compliance with the Section 404(b)(1) Guidelines, or the Administrator's authority under Section 404(c) of the Clean Water Act." Part I, paragraph 5.

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PLP to submit a permit application and to allow for Corps review of that permit application. EPA acknowledges that given the developments since EPA's July 2017 notice those rationales for withdrawal no longer apply to this situation.

As discussed above, EPA's withdrawal action aligns with the third basis included in EPA's original July 2017 proposed withdrawal relating to the factual development of the record for PLP's permit application and EPA's ability, consistent with its settlement agreement, to exercise Section 404(c) prior to any potential Corps authorization of discharge of dredged or fill material associated with mining the Pebble deposit. EPA is focusing its responses on that issue and on comments that EPA explained that it was not addressing in its 2018 suspension notice.

EPA's February 28, 2018 notice indicated that "in light of EPA's forbearance from proceeding to the next step of the section 404(c) process..., EPA concludes that the factual record regarding the permit application can develop notwithstanding the Proposed Determination." 83 FR 8670. Although that remains true, given the need for any final EPA 404(c) decision to be based on the entire record, EPA has concluded that a Proposed Determination which in its current form does not account for the full record and does not grapple with differing conclusions, including those noted above, should not serve as a basis for such a decision.

In response to comments that EPA cannot withdraw a Proposed Determination without considering the proposed restrictions or the science and technical information, EPA's February 28, 2018 notice stated that such comments were "moot" in light of EPA's decision not to withdraw the Proposed Determination. 83 FR 8670. Although EPA is now withdrawing the Proposed Determination, such comments remain outside the bounds of EPA's basis for its decision. Indeed, EPA's July 19, 2017 notice indicated that it was "not soliciting comment on the

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proposed restrictions or science or technical information underlying the Proposed Determination.” 82 FR 33124. Moreover, EPA’s February 28, 2018 notice made clear that such comments were outside the scope. 83 FR 8898. As in EPA’s prior notices, EPA is not basing its decision-making on technical consideration or judgments about whether the mine proposal will ultimately be found to meet the requirements of the 404(b)(1) Guidelines or results in “unacceptable adverse effects” under CWA section 404(c). The technical information is continuing to evolve through the ongoing section 404 and NEPA processes, and determinations under Section 404 will be made in conjunction with, and based on, the record when it is fully developed. Rather, EPA is withdrawing its 2014 Proposed Determination based on the considerations described in this notice and is continuing to consider the technical issues through its engagement with the Corps in these procedures. EPA will continue to consider the relevant science and technical information, including the information underlying its 2014 Proposed Determination, as part of the ongoing permitting process. This effort includes consideration of “any other information that is relevant to protection of the world-class fisheries contained in the Bristol Bay watershed in light of the permit application that has now been submitted to the Corps.” 83 FR 8670, February 28, 2018.

EPA’s February 28, 2018 notice indicated that comments received on the Administrator’s review “do not need to be addressed” because the Proposed Determination was not being withdrawn. 83 FR 8670. In general, these comments advocated for or against the Administrator’s review. Some commenters asked for additional opportunities for public input. EPA has satisfied all of the procedural requirements for withdrawing a proposed determination provided in 40 CFR 231.5(c). EPA’s regulations do not require EPA to propose a withdrawal of a proposed determination and take public comment. EPA took that step to comply with its

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settlement agreement obligation. EPA's regulations only require notification to all those that commented on the proposed determination or participated at the hearing and allow an opportunity for such persons to provide timely written recommendations concerning whether the Administrator should review the Regional Administrator's decision. 40 CFR 231.5(c); 44 FR 58081, October 9, 1979. EPA satisfied this requirement through its July 2017 notice. Through this process, the public had a full opportunity to comment on the very basis for EPA's withdrawal of the Proposed Determination and on whether the Administrator should review and reconsider the withdrawal. 82 FR 33124, July 19, 2017. EPA has now completed consideration of the issues raised as described in this notice. The General Counsel, who is the delegated official to act for the Administrator, did not notify the Regional Administrator of his intent to review as described in the regulations, thus ending the regulatory process.

EPA has also determined that it is unnecessary to seek additional public comment as indicated by the February 2018 Federal Register notice. Such an additional public comment is not required under EPA's regulations. EPA notes that it provided numerous opportunities for the public to comment on the Bristol Bay Watershed Assessment and Proposed Determination, including on the rationale for EPA's decision to withdraw the Proposed Determination. Furthermore, the Corps has provided an opportunity for the public to comment on the Draft EIS and the public has an opportunity to comment on the final EIS. *See* 40 CFR 1503.1(b). Finally, if EPA initiates the Section 404(c) process pursuant to 40 CFR 231.3 in the future and proceeds to publish a new Proposed Determination, such a decision would be subject to notice and comment under EPA's regulations.

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VI. Conclusion

Today's decision provides clarity and certainty that EPA Region 10 will be working through the Corps' permitting process, including as a cooperating agency, and the 404(q) MOA process for engagement on this matter. This notice concludes EPA's withdrawal process that was initiated on July 19, 2017 and suspended on January 26, 2018. As Regional Administrator and after conferring with EPA's General Counsel, I am providing notice of withdrawal of the 2014 Proposed Determination described herein under 40 CFR 231.5(c)(1).

Dated:

Chris Hladick
Regional Administrator, EPA Region 10.